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ABSTRACT

In international comparisons, participation in adult learning in Finland is high. Work or career development is the main reason for participation. Persons starting with greater educational attainment participate in adult learning opportunities more. Roots of adult education and training (AET) lie in liberal education; those of occupational AET in courses for the unemployed, in the early 20th century. History shows significant expansion of AET in the 1970s and the 1980s as a decade of increasing participation. Adults can study in the same educational institutions as young people and obtain the same qualifications and degrees. Several groups of educational institutions specialize in AET and offer programs leading to qualifications or upgrading of vocational skills and competence. Finland has a long tradition of study related to hobbies or leisure time activities. Financial resources for AET come from these three sources: self-motivated AET by the education administration, labor market training by labor administration, and inservice training by employers. Municipalities, education ministry, labor market organizations, and the Finnish Broadcasting Company YLE are central players, together with the central administration. AET goals are to level out discrepancies among the middle-aged population; prolong individual working careers; prevent unemployment and strengthen social cohesion; and secure competent and skilled labor to meet needs of the expanding service and information sectors. (Contains 96 references.) (YLB)

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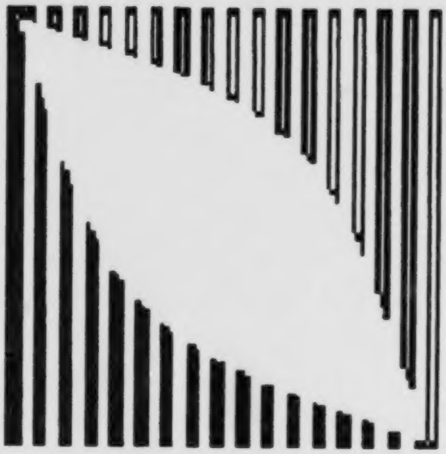
THEMATIC REVIEW ON ADULT LEARNING



FINLAND

BACKGROUND REPORT

APRIL 2001

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SUMMARY

Participation in adult education and training

In international comparisons, the participation rate in adult learning in Finland is high. Approximately 57 per cent of Finnish adults aged 25 - 64 had attended some kind of organised education or training within the last 12 months in 1998. Two out of three wage-earners reported an interest in participating in work or occupational related training. Work or career development is the main reason behind participation in adult education.

As in other countries, the incidence of education and training is not evenly distributed. For example, participation is highest amongst young, relatively well-educated working women living in Southern Finland. Persons starting with better educational attainment participate in adult learning opportunities more than other individuals, which is an internationally acknowledged phenomenon. As in other countries, this vicious circle presents a major problem to be addressed.

The forms of adult education in Finland

In Finland, adults can study in the same educational institutions as young people and obtain the same qualifications and degrees. In general, there are no educational age limits and, therefore, adults are free to complete their studies with the young people. There are, however, some forms of studies which are specifically targeted at adults. It is, thus, more common that, rather than studying with young people, adults seek separate education and training specifically targeted at them.

The Finnish qualifications structure includes specifically adult-oriented qualifications and several groups of educational institutions specialise in adult education. These institutions offer programmes that can lead to qualifications or to the upgrading of vocational skills and competence. In addition, Finland has a long tradition in studies related to one's hobbies or leisure time activities.

The history of adult education

The roots of adult education lie in liberal education, and particularly, in the late 19th century concept of educating the labour force. In the early 20th century, courses for the unemployed paved the way for occupational adult education and training.

The first significant expansion of adult education and training took place in the 1970s, a time of abundant committees, when the goals, operational forms and structure of adult learning were laid down for decades to come. The next decades saw the implementation of these plans, and the 1980s became marked as a decade of increasing participation in adult education.

From the early days of adult education, municipalities, education ministry, labour market organisations and the Finnish Broadcasting Company YLE have been central players together with the central administration. Financial resources for adult education and training come from three sources. Self-motivated adult education and training is usually financed by the education administration, labour market training by labour administration and in-service training by the employers.

Educational institutions

Adult education and training is offered in over one thousand educational institutions and higher educational institutions. Excluding initial education targeted at young people, adults are entitled to participate in the same initial vocational programmes leading to a qualification. Education and training specifically designed for adults is offered by vocational adult education centres and national specialised institutions. Continuing education centres, open university and open polytechnics provide tertiary education targeted at adults. In their basic degree programmes, polytechnics also provide adult lines and professional courses after completion of basic degrees. The third important educational institution serving adults comprises a total of 400 liberal education institutions throughout Finland.

Goals in adult learning

Major discrepancies in the educational attainment of the population in relation to age pose distinctive challenges to Finnish programmes for adult learning. The strengthening of the welfare state in the 1960s and 1970s had a significant impact on ideas educational opportunities in the Finnish society. Poor initial education acts as a major barrier for the ageing population to respond to the challenges posed by the labour market and the changing requirements for continuing learning in today's society. Adult education seeks to level out these discrepancies among the middle-aged population by creating genuine opportunities for new learning.

Pressures for development of adult education are also created by other demographic factors, such as the ageing demographic structure. In ten years, a retiring baby boom generation will become a reality. Education and training is viewed as one way of prolonging individual working careers, so that employees would retire closer to age 65, the normal retirement age in Finland.

Unemployment and social exclusion have dominated the Finnish social scene for almost the entire 1990s, and repercussions will be felt long into the ongoing decade. Prevention of unemployment and strengthening of social cohesion, is a pivotal priority in Finnish social policies, in which adult learning programmes can play a useful role. While labour market training has typically been used for this purpose, self-motivated adult education and training can also make an important contribution.

In the near future, one of the major tasks of adult learning programmes will be the securing of competent and skilled labour to meet the needs of the expanding service and information sectors. The strong development of the information society with the expansion of 'information-dominated' fields, coupled with the fact that the nature of work has become increasingly more information-oriented, requires that citizens should have at least the basic information society skills.

Several approaches have been used to meet these challenges, among which the following are noteworthy:

- Making adult learning more personal.
- Facilitating education and training by making different types of leave possible.
- Recognising learning attained outside the formal school system.
- Designing new arrangements for securing income during studies.
- Developing guidance and supervisory services, and
- Improving civic competence in the information society skills.

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1. INTRODUCTION

In a meeting held in 1996, the Ministers of Education of the OECD agreed to the broad outlines of the organisation's educational programme for the next five years, (1997 – 2001). Among other things, Ministers requested that the OECD should support the development of teaching and learning suitable for adults in OECD countries. As part of this activity, the Secretariat proposed that a thematic review on adult education policies be carried out in those member countries who were willing to participate. The aim was to compile a comparative report concerning adult skills and qualifications and policies for their improvement. Ten member countries, including Finland, volunteered to participate and the project was to be carried out as a co-project of the Education and Employment, Labour and Social Affairs Committees.

In conjunction with the initiating of the thematic review, the Finnish Ministry of Education launched in spring 2000 a development project focusing on statistical information and the monitoring of adult education. The main aim of the project was to update the knowledge base and data collection methods concerning Finnish adult education and learning. The majority of regularly implemented data collection procedures are based on a notion of organisation-oriented understanding of adult education. Follow-up measures apply the principles adopted in the 1980s, which was a decade of substantial investments in institution-based adult education and training. Therefore, it is difficult to understand the scope and impact of the new study methods. The publicly expressed goals of adult education and learning have changed from the most recent revision of the follow-up systems. Lifelong learning, public recognition of learning and the effects of the development of the information society have significantly influenced the ways and scope of adult learning.

In Finland, the OECD's Thematic Review on Adult Learning helps us to see a general and updated picture of adult learning and lays the foundation for assessing and devising monitoring needs and methods. Other ongoing projects in 2000 and 2001 include:

- a description of the statistical and monitoring systems of adult studies
- an analysis of the present monitoring and steering needs
- a development and organisation plan on data collection and monitoring systems concerning adult education belonging to the administrative sector of the Ministry of Education.

Each participating country will prepare a background report following the guidelines given in the document "Thematic Review on Adult Learning: proposed terms of reference", prepared by the OECD Secretariat.

On 31 May, 2000, the Ministry of Education requested a broadly-based working group to draw up a background report. In addition, it established a steering group to comment on the content and emphases of the report.

Jorma Ahola, Counsellor of Education, from the Ministry of Education was invited to be the Chairman of the working group and the invited members included Irja Blomqvist, Senior Researcher Officer, from Statistics Finland; Jari-Pekka Jyrkänne, Senior Adviser, from the Central Organization of Finnish Trade Unions; Paula Kilpeläinen, Senior Adviser (Educational Affairs), from the Employers' Confederation of Service Industries in Finland; Seppo Larmo, Senior Officer from the Ministry of Labour; Ulla Martikainen-Florath, Head of Programmes, from the Finnish Broadcasting Company YLE; Taru Rastas, Adviser, from the Ministry of Trade and Industry; Aune Turpeinen, Senior Officer, from the Ministry of Social Affairs and Health and Antti Virtanen, Senior Adviser, from the Association of Finnish Local and Regional Authorities. Ville Heinonen, Project Secretary, from the Ministry of Education, acted as the Secretary to the group.

Riitta Jalonen, Head of Educational Programmes, from the Finnish Broadcasting Company YLE was later nominated as a substitute for Ulla Martikainen-Florath, Head of Programmes.

Ville Heinonen assumed overall responsibility for the structure, writing and editing of the report. The members of the group have produced supplementary texts from the fields of their expertise.

2. FINLAND AND THE EDUCATION SYSTEM OF FINLAND

Finland in brief

Population: approximately 5.2 million
Capital: Helsinki, approximately 550,000 inhabitants
Official languages: Finnish (94%) and Swedish (6%), in the Sámi area of Lapland, Sámi.
Religion: Evangelical-Lutheran 86%, Finnish Orthodox 1%, unaffiliated 12%
Gross national product: approximately 25,500 € per capita
Population aged 25-64: some 2.8 million
Labour force: about 2.6 million
Non-nationals: around 90,000

The education system of Finland

The educational system in Finland comprises primary education (comprehensive school), upper secondary education including vocational education and general upper secondary education, and tertiary education including polytechnics and universities. Adult education is provided at all levels of education.

Primary education is general education for the entire age group provided free-of-charge. Basic education is governed by the Basic Education Act of 1998. Education is provided in comprehensive schools near the pupils' homes and lasts for nine years. Comprehensive school does not lead to a qualification or degree. Comprehensive school qualifies for all secondary education.

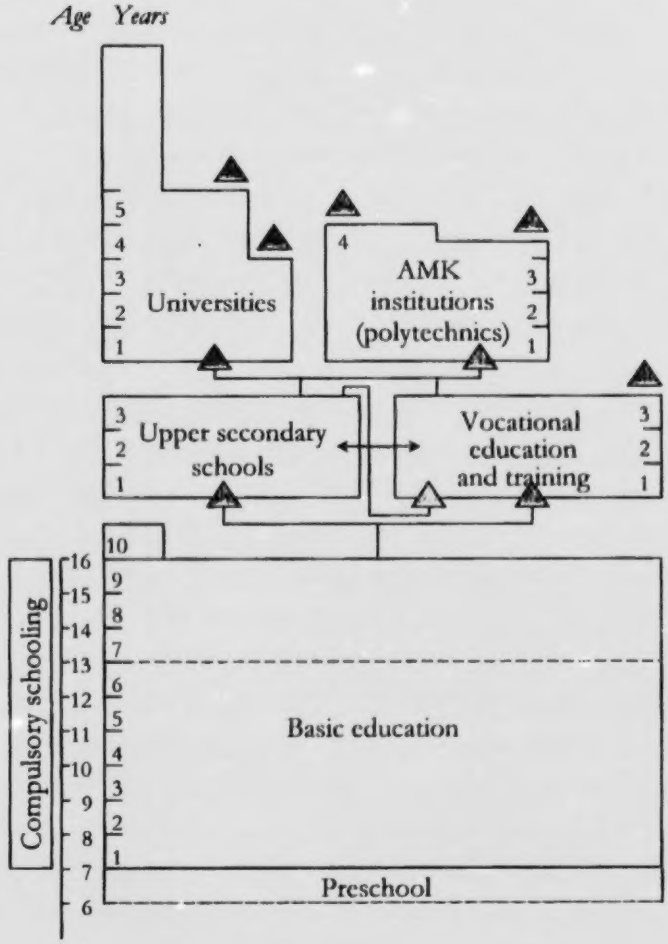
Secondary education includes general upper secondary education and basic vocational qualifications. General upper secondary education is general education and prepares for national matriculation examinations. The aim of vocational qualifications is to provide vocational competence and skills. Over 50% of the age group attend general upper secondary schools. Post-secondary, non-tertiary specialist vocational qualifications are specifically targeted at adults.

The tertiary system consists of two parallel sectors: universities and polytechnics. Universities and polytechnics complement each other in their own areas of strength and both have their own profiles. Scientific research and related teaching is emblematic of universities. There are 20 universities and 29 polytechnics in Finland, which makes the supply of higher education in Finland extensive. In 1999, the potential student intake covered 66% (the share of polytechnics was 37% and universities 29%) of the average age group of young people.

Adult education is offered in some 1,000 educational institutions and higher education institutions. Approximately one million adult students participate in adult education annually. Adult education covers a range of provision. It provides initial education leading to a qualification or degree at all levels, studies that are part of a qualification or degree, education preparing for competence-based qualifications, apprenticeship training, further or continuing education for refreshing and expanding vocational skills, as well as social and recreational studies related to citizenship and labour market skills.

Figure 1

EDUCATION SYSTEM OF FINLAND


Age
Years
5
4
3
2
1
Universities
4
AMK
institutions
(polytechnics)
3
2
1
3
2
1
Upper secondary schools
Vocational education and training
3
2
1
10
16
15
14
13
12
11
10
9
8
7
6
9
8
7
6
5
4
3
2
1
Compulsory schooling
Basic education
Preschool

3. ADULT EDUCATION IN FINLAND

In Finland, 'adult student' denotes a person who studies in education specially designed and organised for adults. The 1970s saw the emergence of adult education as a separate field: all areas of adult education were combined to become part of the national adult education planning (Rinne & Vanttaja 1999, 23). The then fragmentary adult education field became unified, and more integrated into social policies. The focus of formulating policies was on vocational education for adults, although the autonomous status of liberal education was recognised and regarded as an important part of adult education.

An adult student is a person who studies in the educational system targeted at adults.

The 1970s and the 1980s are considered a corner stone in the development of adult education in Finland. A significant number of working groups and committees developed the grounds for adult education for the decades to come. The new architecture focused on planning adult education separately from youth level education. Thanks to the expanding national planning machinery and the strengthening of the committee establishment, adult education gained status as an independent form of education, the development of which was to be carried out independently. General education excluded, curricula for adult studies were developed as independent studies specifically targeted at adults, without necessarily linking it with the structure of curricula for youths (Pantzar 1991, 58-59).

Adult education has been developed independently as a whole, separate from youth level education...

The differentiation of adult education from youth level teaching has been a characteristic feature of Finnish adult education. With the exception of basic university education, adults have been able to participate in all levels of education designed specifically for adults. They have been able to study in both certificate-oriented and non-certificate-oriented education programmes, in programmes enhancing their vocational skills or general education institutions.

The structure of adult education has given rise to the concept of an adult student signifying a person who participates in education specially designed for adults. When defining the term 'adult student', the age or previous educational attainment is usually irrelevant. The production of information nation-wide and statistics on adult education has been carried out in the context of the educational structure. The compiling of adult education statistics benefiting administrative decision-making and planning has applied the principle of looking at adult education from the point of view of the institutions designated for providing education for adults.

... which has resulted in an institutional basis of adult education statistics.

There are usually no age limits set for education designed and arranged for adults and thus many young people participate in adult education as well[1]. Young people favour open university teaching, which is also considered adult education.

The concept of an adult learner is currently understood in a broader sense...

---

[1] According to the Adult Education Survey conducted by Statistics Finland relating to 1995, almost 12% of those participating in education arranged and organised for adults in the previous 12 months were under 25.

In recent years, the emphasis has been on learning outside the formal school system alongside education targeted at adults. Adults can acquire knowledge and diverse skills in working life, either in the form of free studies or during leisure time activities. (Opetusministeriö 1997, 46). The concept of the adult as a learner is emerging to complement the former ideas of institutional-oriented adult education (Aikuiskoulutusneuvosto 1999, 4). Recent reports increasingly emphasise informal studies and the image of a human being utilising different learning methods and environments, as illustrations of lifelong learning. The aim is that the public administration would also support an individual's independent studies outside traditional learning environments as much as possible.

The introduction of a new student-oriented perspective in adult education in Finland has resulted in the need to redefine adulthood and studying, or at least to question these concepts. This is illustrated by the failure of current methods in yielding information on the extent and frequency of participation in adult learning. The different forms of adult education can be grouped as follows:

...creating pressure to redefine the concept of adult education.

- Formal education is defined as education which takes place in educational organisations and is certificate-oriented in nature.

- Non-formal education takes place in an educational organisation, but does not lead to a qualification. Non-formal education may take place in the workplace or a non-governmental organisation. It is training which complements and intersects formal education.

- Informal learning is independent learning and the person is not registered in an educational organisation. Learners may utilise the services provided by educational institutions without being counted as students of the institution. The forms of informal learning include self-studies using new information and communication technology, educational programmes on television and radio when these are not part of formal or non-formal education and learning at the workplace and in free time. It is good to divide informal learning into intentional and non-intentional learning. Informal learning is intentional when people aim to increase their knowledge and skills as part of some other task or during a period specifically reserved for studying. Non-intentional learning usually takes place without the person being conscious of the process.

The forms of adult education and learning are distinguished in a slightly different manner in different sources. The definitions above are based on the European Commission Memorandum on Lifelong Learning and supplemented with an additional division of informal learning (see, for example, Radcliffe & Colletta 1989, 60; Tuomisto & Pantzar 1997, 11-12). The additional division is beneficial when assessing adults' participation rate in learning environments outside the formal school system and the scope and frequency of goal-oriented self-motivated studies.

In this report, an adult learner denotes a person aged 25-64.

National statistical systems on adult education and adult studies provide the basis for the evaluation of educational need. These systems are principally maintained by Statistics Finland and the National Board of Education. The systems provide comprehensive information on participation in adult education, supply of education and training and the participants. The statistical data on adult education are provided for different needs. In general, the monitoring aims to serve administrative decision-making. The Adult Education Surveys conducted every five years by Statistics Finland gives a fairly accurate picture of the Finns' educational needs and participation in adult education.

During the 1990s, the proportioning of vocational education and training has been consistently developed in the National Board of Education. In 1996, the Board initiated the Project to Anticipate the Quantitative Educational Needs in Vocational Education (MITENNA) and Qualitative Anticipation for Future Occupational Skills Requirements (OSENNA). The aim of the first project was to acquire information necessary for anticipating the demand for, and supply of, skilled labour. As a result, a calculation model which can be applied to provide alternative forecasts on the educational needs in different sectors of studies and levels of education was created.

The aim of OSENNA was to develop a systematic model of quantitative anticipation for occupational skills requirements and educational needs for the purposes of predicting changes in future skill requirements with respect to working life. The project resulted in a systematic prediction model. Thanks to the project, skills requirements can be reflected on more extensive development trends (megatrends) and future scenarios (Autio et al. 1999 & Visanti 1999).

Both projects are co-projects of the Single Programming Document Objective 4 of the European Social Fund.

In addition, labour market organisations have their own forecasting projects concerning educational needs.

4. PARTICIPATION IN EDUCATION AND TRAINING; EDUCATIONAL EXPERIENCES

4.1. Sources

Data on participation in adult education come from two major sources: the National Adult Education Survey and International Adult Literacy Survey (IALS). A total of four comparable national adult education surveys have been conducted in Finland (1980, 1990, 1995 and 2000). The data of the Adult Education Survey conducted in 2000 are not yet available. Finland participated in the Second International Adult Literacy Survey (SIALS) conducted during 1997 -2000. The Finnish data was collected in spring 1998. The factors illustrating participation in adult education in SIALS can be compared quite well with the structural data gathered for the National Adult Education Survey.

The findings of the National Adult Education Survey 2000, still being checked, seem to indicate that the number of people participating in adult education has slightly increased at the end of the 1990s. Since it seems that no significant structural change has taken place in participation in education among different population groups with regard to 1995 and 1998, the following data from 1998 (and 1995) give a fairly accurate picture of adult education in Finland.

In the 1990s, the number of participants in adult education has slightly increased.

In the context of Adult Education Surveys, adult education is defined on the basis of educational organisation and education and training provided. The respondents provide information on all general forms of education arranged in Finland and indicate the organisation which provided the education and training in which they participated within the last 12 months. As the interview progresses, adult education is understood only as education which has been organised and arranged specifically for adults. The educational forms at the youth level are excluded from the analysis.

The definition of adult education in the International Adult Literacy Survey is more extensive and not confined to specific organisations. The survey includes all education respondents indicated to have participated within the last 12 months.

The data in both surveys have been collected through on-site personal interviews and substitute respondents have not been accepted. The samples of the Adult Education Surveys have ranged from 4,000 – 5,000, with a sample of 4,250 in the Adult Literacy Survey. The basic sample in the National Adult Education Survey consisted of permanent residents of Finland aged 18(16) – 64 (74), and for the Adult Literacy Survey those aged 16 – 65.

In order to present a unified picture drawn from different data sources, full-time students have been excluded in this Chapter irrespective of whether they have attended education targeted at young people or adults. In addition, the target group is aged 25 – 64. It is important to note, however, that despite these common measures the definition of education in the Adult Literacy Survey is more extensive than that of the National Adult Education Survey and, consequently, may result in higher estimates.

Table 1. Comparison between data obtained from the Second International Adult Literacy Survey (SIALS) and National Adult Education Survey

	Year of data collection	Target group	Participation in education and training
SIALS in Finland	1998	Population aged 25 – 64, excluding full-time students and institutionalised people	All formal and non-formal education and training
National Adult Education Survey	1995	Population aged 25 – 64, excluding full-time students and institutionalised people	All formal and non-formal education and training organised for adults

4.2 Participation in adult education and training

Over half of Finns study annually

The Adult Literacy Survey carried out in 1998 showed that 57% of Finns aged 25 – 64 had attended some form of organised education within the last 12 months. Women attended adult education more often than men; participation among men stood at 53% compared to 61% among women. The participation rate in the Adult Education Survey in 1995 in the age group 25 – 64 was 45% for men and 55% for women. Although the participation figures are based on different surveys, participation seems to have grown slightly. The difference between men and women has remained almost unaltered between 1995 and 1998. The gender differences in levels of participation have remained unchanged for a couple of decades.

Over 50% of adults have studied within the previous year. Women study more than men.

Young people and the middle-aged most active participants in adult education

As far as different age groups are concerned, young people and young middle-aged were the most active participants in adult education. According to the 1998 Survey, participation declined rapidly after 54 years of age, and only one fifth of the age group 60 – 64 had attended adult education within the past year, while two thirds of those under 40 had been in the sphere of education and training. In 1995, one fourth of those aged 60 - 64 and slightly over 50% of those under 40 had attended education during the past year. The difference between the younger and older age groups increased between 1995 and 1998. The highest relative increase occurred in the young age groups whose participation rate was high to begin with.

Young people are more interested in education than the older generations and the difference is becoming greater.

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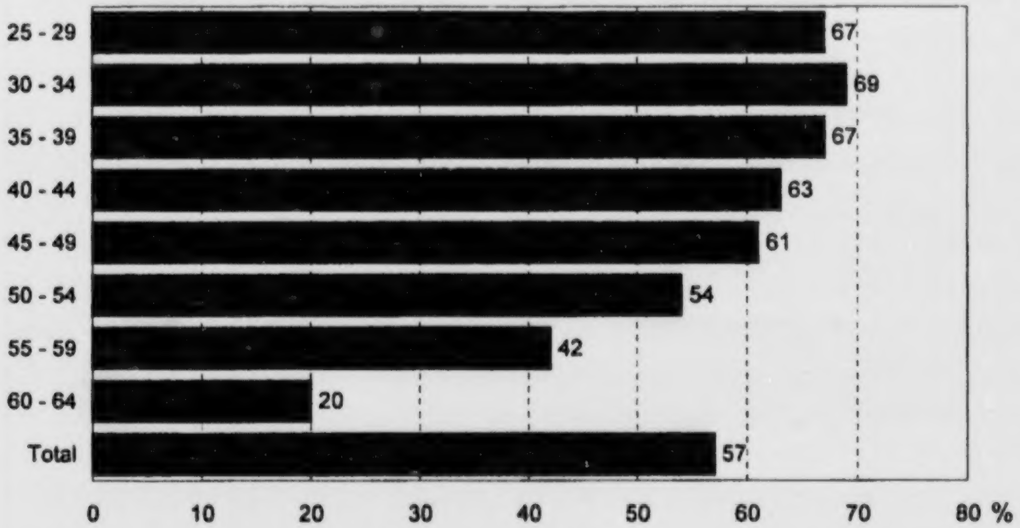
Figure 2. Participation in adult education and training by age in 1998 (during the 12 months preceding the interview), population aged 25-64



Source: SIALS in Finland, 1998

The educated seek adult education

The higher the initial level of education, the more probable is participation in adult education. In 1998, four out of five of those aged 25 – 64 with tertiary education had attended education or training within the last 12 months compared to 61% of those with secondary education and one third of those with primary education. Since 1995, there has been a significant increase in the participation rate of those with secondary education while no change has occurred among those with primary or tertiary education.

Those with the highest initial level of education, receive most adult education...

Despite the fact that basic education has been extended and the quality improved, there are significant differences in the educational attainment of the population. Although adult education has been employed to erase these differences, they seem to grow. Those with poor initial education and those who might be thought to have the greatest need for education received the least education and training while those with a good initial education were further educated. In this respect, equality issues have not improved since 1995.

... and therefore adult educationdoes not level out the differences in initial education.

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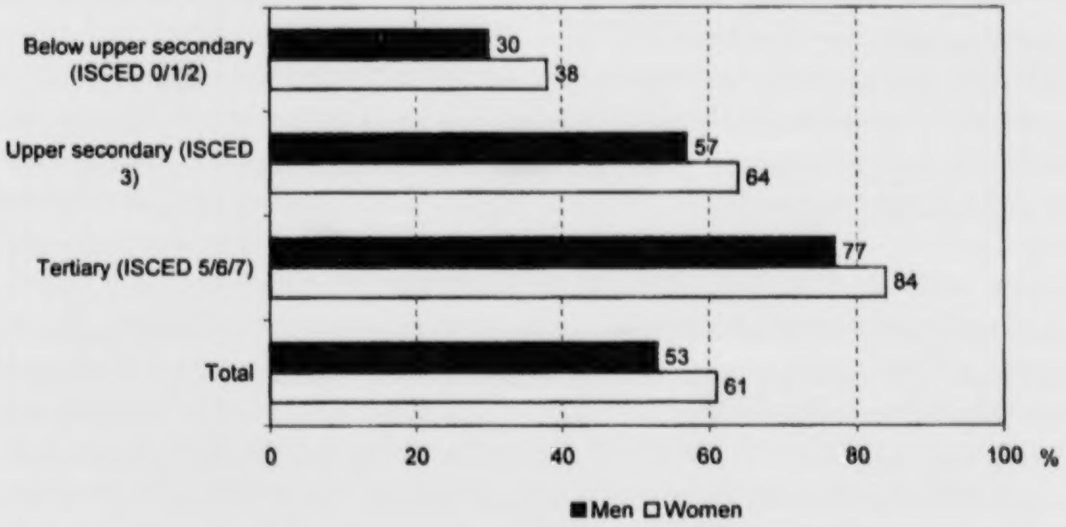
Figure 3. Participation in adult education and training by highest level of educational attainment (ISCED76) in 1998 (during the 12 months preceding the interview, population aged 25-64



Source: SIALS in Finland, 1998

The majority of the participants are employed

The employed participate more in education and training than the unemployed or those outside the labour force. Over two thirds of employed people aged 25 – 64 attended education and training in 1998, whereas only one third of the unemployed did so. A similar participation rate (one fifth) is emblematic of the non-retired and retired who are outside the labour force. The participation rate of the employed has grown steadily ever since 1995, while almost no change has occurred in the situation of the other groups.

The employed receive more education and training than the unemployed.

Southern Finland scores the highest participation rate in adult education

Participation in adult education varies between the different parts of Finland. The participation rate was highest among those living in southern Finland while Lapland province scored the lowest rate. Therefore, the fact that certain population groups receive education and training shows as an inequality between different regions in Finland. Clearly, most of the participants – the majority of whom are highly educated or personnel groups in high positions – attend employer-sponsored in-service training. The result reflects the differences in the economic structure and the educational level and occupational structure in different regions. The difference is smaller if participation in adult education other than work-related training is examined. In northern Finland, however, participation in this kind of education and training was less frequent than elsewhere in the country, on average, and thus may give an indication of the problems related to educational supply.

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Most adult education is related to work

Adults study for work-related or vocational reasons.

The majority of adult education arises from needs related to one's work or career development. In 1998, 39% of those aged 25 – 64 participated in education for work-related or vocational reasons. The corresponding figure of the labour force stood at 46% and at 51% among the employed. In comparison to the 1995 situation, no major changes in participation have taken place.

The number of unemployed is clearly reflected in the participation rate when the participation of the whole population in work-related or vocational training is assessed. The majority of people participating in work-related or vocational training are employer-sponsored in nature and thus unavailable to the unemployed. No change has taken place in the participation of the unemployed since 1995, and in 1998, the participation rate was quite low: only 12% of the unemployed had attended work-related or vocational training within the last 12 months. If measured in the number of days of attendance, the amount of training the unemployed received is quite high. Training has often extended over a long period of time in the form of training modules carried out in several periods. The median of days spent in education in the 1995 survey was 45 whereas among the employed it was five days.

There were no differences in participation in work-related or occupational training between men and women. Similarly, there were no major differences in the number of days spent in training; the median was five days for both genders during one year.

Those in the highest positions in the labour market are most likely to participate in education and training.

Those in high positions have the highest participation rate in work-related or vocational training. The employed white-collar workers participate in education more than blue-collar workers and upper white-collar workers more than lower white-collar workers.

There were major differences in participation between the different vocational groups. While 58 – 67% of those in expert or managerial positions, as well as those working in offices or in customer service had attended work-related or vocational training, only 21 – 34% of blue-collar workers in transportation, processing industry or other tasks had attended work-related or vocational training.

Most of the work-related or vocational training was sponsored by employers, that is, in-service training. For example, the employer supported participation either by covering expenses accrued from education and training wholly or partly, or by offering an opportunity to participate in education and training during working hours.

Some 6% of wage-earners attended work-related or vocational training at their own expense. Men were more reluctant to pay for their education than women. Self-financed training was most frequent among upper white-collar workers and among those who had completed higher education degrees.

Over half of wage-earners receive in-service training

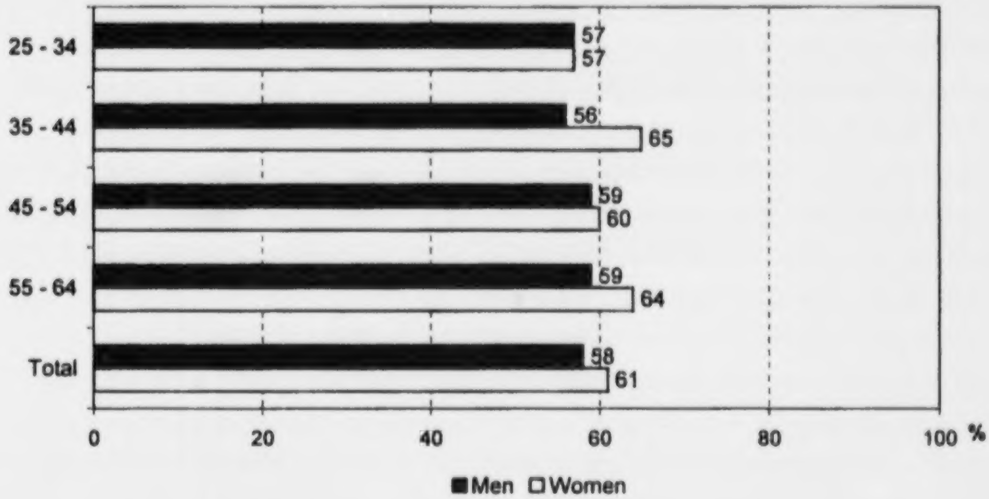
Over 50% of wage-earners participate in in-service training...

According to the findings of the Adult Literacy Survey in 1998, almost 60% of Finnish wage-earners aged 25 - 64 had participated in education sponsored by employers. The participation rate has slightly increased since 1995. As a consequence of the post-recession increase in the number of wage-earners, the number of wage-earners in in-service training saw a significant increase at the end of the 1990s.

Participation among men and women in employer-sponsored training was almost the same. The largest group of recipients of education were women aged 35 - 44 and 55 - 64; almost two-thirds of whom had participated in in-service training. There were no major differences in participation between men and women in age groups of those under 35 and 45 - 54.

... and the participation rate is similar among men and women.

Figure 4. Participation in employer-sponsored training by age and gender in 1998 (during the 12 months preceding the interview), employees aged 25-64



Source: SIALS in Finland, 1998

In 1998, the average number of days wage-earners received training was four; men received an average of five days of education and training compared to four days among women.

Upper white-collar workers and those with tertiary education received most in-service training. If different sectors are compared, finance, insurance and business services were most eager to train their personnel. The number of participants in the public sector and other services was almost as high. Workers in the building industry received least in-service training: only one fifth had participated in training.

Those with higher education and white-collar jobs participate in in-service training.

According to the 1995 Adult Education Survey, employees in the municipal and public sector constituted the largest group participating in in-service training. Over two thirds of the employees had received in-service training while less than 50% of the private sector employees had participated in in-service training.

Company size is closely related to participation rate: the larger the company the higher the number of participants. According to the Adult Literacy Survey, just under one third of the employees in companies with less than 20 employees participated in training, compared with almost three out of four in companies with more than 500 employees. As regards the connection of background variables in the participation rate of the personnel, the size of the company correlates most strongly with participation in in-service training, the second and third most significant fac-

Large companies are more likely to educate their staff than small ones.

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tors being the educational level and age. Gender seemed to be rather insignificant in relation to participation.

The results of the 1995 Adult Education Survey indicate that although the branch of a workplace influences the content of in-service training, employees also participate in education and training unrelated to their work. A good one fourth of wage-earners had received training in information technology. By the same token, one in four had received education related to law, management or social or behavioural sciences. Training was more branch-oriented in the commercial and office sectors, where one fifth of the employees had received in-service training, as well as in health-care services (16%) and technology (15%). 7% of those in in-service training had studied foreign languages.

One fourth of the population is engaged in studies unrelated to work

A good one fourth of the population aged 25 - 64 had attended education or training unrelated to work or occupation. One third of the women and one fifth of the men had participated in such education or training. The participation rate has remained quite constant during the 1990s. If students are viewed from the perspective of the organiser, the difference is illustrated by the number of participants by gender: two thirds of the participants of this kind of general or recreational education, or training for employees' representatives were female adult students and one third male adult students in 1998.

General and recreational education or training for employees' representatives is more common among young people and the highly educated. Participation in this kind of education and training was less frequent in the Lapland province than elsewhere in the country on average. There were no differences in participation in such education and training among rural and urban people.

4.3. Obstacles to participation in adult education and training

According to the National Adult Education Survey, financial reasons constituted the foremost restraint preventing participation in education and training at one's own expense during out-of-work time. Next came the location of educational facilities, fatigue, lack of interest and inconvenient working-hours. A good one tenth of the respondents reported fear of failure as the major reason for non-participation.

Participation in employer-sponsored education taking place during working hours was hampered by time pressures at work. Only 4% of the respondents reported fear of failure as an obstacle to participation in education and training taking place during working-hours.

Figure 5. Obstacles to participation in adult education and training during out-of-work time at one's own expense

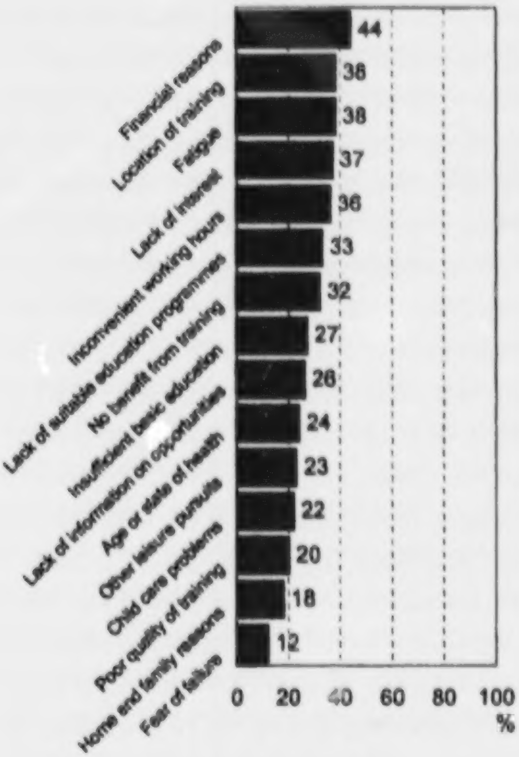
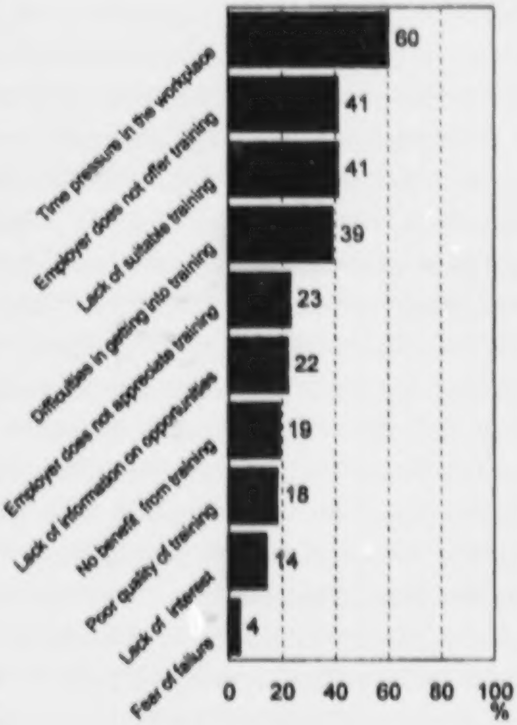


Figure 6. Obstacles to participation in employer-sponsored training



Source: Adult Education Survey, 1995

4.3.1 Financial constraints on participation in adult education and training

Two thirds of courses attended by people aged 25 – 64 were at least partially paid for by the employer. People had financed over one fifth of the courses themselves and one tenth was supported by the State or municipality.

The majority of education received by adults is at least partially sponsored by employers.

The 1995 Adult Education Survey charted the significance of the amount of financial aid during studies in willingness for seeking education. The respondents were asked how much should the financial aid be so they would engage in full-time studies, provided that they would not have to pay back the aid.

Almost 50% of the employed indicated that they would be ready to study even if their income would drop. Approximately 2% of the employed said that if they received one fourth of their net wages they would study, one fifth would be happy with half of their net wages while one fourth would require three thirds of their net

The majority of the employed are interested in education and training even if their income would drop.

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wages. One third of the employed indicated they would study full time if the financial aid would equal the total amount of their net wages.

Men were more reluctant to lower their income because of studies than women. White-collar workers and highly paid employees would be more prepared to lower their income because of studies than other groups. The unemployed were more willing to study full-time than the employed. Only one tenth of the employed said they would not study whatever the amount of aid.

According to the data in the 1995 Adult Education Survey, financial constraints are often mentioned as an obstacle to studies during one's free time at one's own expense. Almost 50% of the respondents said that to some extent, financial constraints had either prevented or made it difficult to participate in education. Those under 30 emphasised financial constraints most.

Securing income during education and training is not enough for all employees. One in five of the employed were not interested in full-time studies, even if the financial aid, which one would not have to pay back, were to cover the amount of their net wages. Men were a majority in this group. Age, socio-economic status and income had an impact on interest in studies: over 50% of those over 55 were not interested in studies whatever the amount of aid. Entrepreneurs and those with high monthly income were less interested in studying than other groups.

Approximately 50% of the elderly population is not interested in learning, whatever the amount of aid.

4.3.2. Constraints related to time and location

The constraints and difficulties related to studying at one's own time at one's own cost were charted in the 1995 Adult Education Survey. The respondents were asked, among other things, whether the location of educational facilities or inconvenient working hours hampered their participation in education. Approximately one third of the respondents had experienced difficulties because of these. In relation to studies in their own free time and at their own cost, women emphasised constraints related to location of educational facilities more than men. The location of educational facilities had presented obstacles to the youngest age group, agricultural entrepreneurs and those outside the labour market in particular. Men emphasised inconvenient working hours more often than women. Young people and entrepreneurs also emphasised inconvenient working hours.

Women emphasised the location of educational facilities and men inconvenient working hours as obstacles to participation in education and training.

When the respondents were asked to define constraints to employer-sponsored education which takes place during working-hours, time pressure at the workplace was experienced as the major constraint in the 1995 Adult Education Survey. Every fourth wage-earner stated that time pressure at work prevented participation in education at least to some extent. White-collar workers in particular felt that time pressure at work either prevented or at least impeded participation in education. Over 40% of the respondents stated that there is no suitable education available and that the employer did not arrange any education or training.

Participation in in-service training is hampered by the lack of time at the workplace.

Other constraints preventing participation

In the 1995 Adult Education Survey, other constraints related to the respondents' life situation were difficulties resulting from health, age, fatigue, child-care problems or other home and family reasons. Women stated child-care problems, family affairs and fatigue as reasons impeding participation more often than men. Almost 40% of the respondents, female white-collar workers in particular, indicated that fatigue made participation more difficult. It was surprising, though, that fatigue was experienced as a constraint among the young aged 25 - 29. Health and age were considered an impediment from 45 years onwards, and they are also problems emblematic of the retired.

In general, respondents considered information concerning educational opportunities adequate. Three out of four adults said they had received enough information. Every fifth said the information was inadequate. Every tenth respondent said they had not needed information concerning educational opportunities.

4.3.3 Attitudes impeding participation in education and training

Attitudes impeding participation in education in the 1995 Adult Education Survey include: lack of interest, education is felt to be futile, leisure time pursuits, insufficient basic education, poor quality of training or teaching and fear of failure.

One third of adults is not interested in education.

Over one third of the respondents said that lack of interest impeded participation in education outside working hours and at one's own expense. This constraint was less often mentioned by those who had participated in education than by those who had not participated during the last 12 months. Lack of interest was mentioned by almost half of those who had not participated in education and almost one third of those who had. A lack of interest was not experienced as such a significant obstacle in education and training paid for by the employer.

Women emphasised fear of failure more often than men. Insufficient basic education and lack of interest were the most prominent reasons impeding participation among respondents over 45. The significance of age as a constraint was also illustrated by the answers of the retired who gave lack of interest, feeling that they did not benefit from education and fear of failure as reasons impeding participation more often than any other group classified according to the socio-economic status.

The poor quality of education or teaching was considered the most serious constraint among the white-collar workers. This constraint was more often mentioned by those who had not participated in education than those who had. Leisure time pursuits as impediments to education were most emphasised among white-collar men.

4.4. Why adults study

Experiences on education

Almost all (98 %) those aged 25 - 64 in the 1995 Adult Education Survey had attended adult education at some point in their life. Four fifths of those who had been employed indicated that they had received work-related or vocational training at some point in their lives and every third had participated in such training more than 10 times. One fifth of those who were or had been employed had never attended work-related education and training.

Work-related training is felt to have an effect on career mobility.

Work-related training was considered to have resulted in promotions in particular. Almost half of those who had attended training thought that thanks to training, they had been assigned new tasks. A good one third said that they had been assigned to more demanding tasks after training and approximately one third believed that they had been able to retain their job because of education. One fourth stated their wages had risen because of training.

Men indicated more often than women that training had had all the abovementioned impacts. Men stated clearly more often than women that more demanding tasks had been offered to them because of training. More demanding tasks were mentioned more frequently if the socio-economic status of the respondent was high.

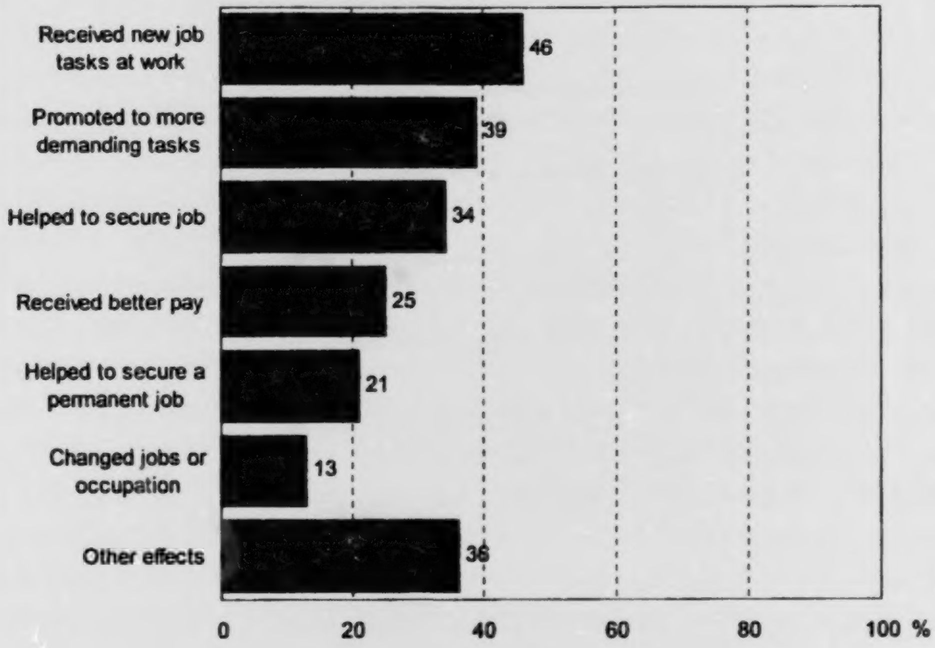
Approximately half of the wage-earning respondents said that they had attended employer-sponsored adult education, i.e. in-service training, in order to learn new things, to develop themselves and to upgrade their skills and competence. Almost as many indicated that they had participated in training because the employer had obliged participation. Obligation was more prominent reason among the male respondents than female. One fourth of the participants in in-service training had participated in training because their tasks at work required further knowledge and skills.

Although 50% of the participants had sought education and training or attended a course on their own initiative, the suggestion most often came from the employers: 70% of the participants stated that their employer had suggested further training. Women seek education on their own initiative more often than men. Employers of blue-collar workers were more active to suggest training than employers in other employer groups. White-collar workers had most often sought training on their own initiative.

In-service training is considered beneficial.

Almost all who had attended in-service training said that training had been useful. Participants had obtained new information during the courses and training had helped them to cope better with their work. In addition, almost all wage-earners thought that training had increased their work motivation and improved their self-esteem.

Figure 7. Effects of job or occupation-related training, population aged 25-64 who have participated in training during their life-time



Source: Adult Education Survey, 1995

Every fourth wage-earner rated their opportunity to receive training at work as good, almost 40% as satisfactory and just over a third as poor. Employees in large companies where the number of employees was a minimum of 500, were most satisfied with their educational opportunities. Correspondingly, almost 50% of those who worked in small companies with less than 50 employees regarded their opportunities to receive training at work as poor. Even in companies with 50 – 99 employees, the educational opportunities were considered poor by 40% of the employees.

Educational opportunities are best in large companies.

The socio-economic status of the respondent had an impact on how educational opportunities were thought of at the workplace. While almost 40% of the upper white-collar workers considered their opportunities to receive training at the workplace good, only 12% of the blue-collar workers shared this opinion. Over 50% of the blue-collar workers said that their educational opportunities at the workplace were poor.

The 1995 Adult Education Survey also studied how the employed viewed their skills in relation to their tasks. Two thirds of the employed indicated that their tasks corresponded to their skills, but a high 15% thought that their tasks were too simple, while almost a quarter thought that they were in need of further training in order to cope well with their tasks. The need for further training was most often felt among those with the most extensive initial education.

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Almost half of the employed thought that skills needed in work were either very much or at least quite much based on initial education. Almost as significant was the emphasis on further education or training and self-motivated studies related to job or profession. Those who had received a lengthy education esteemed initial education, further training and voluntary studies. Almost all those employed emphasised that skills required at work are very much or quite much based on work experience.

Four fifths of the respondents solved problematic situations at work with the help of colleagues or experts at work. Two thirds of the employed had resorted to literature or professional magazines. Slightly over 50% had sought help from education and training or experts outside the workplace.

Motives for participating in education and training

Two out of three are interested in work-related or vocational training.

According to the 1995 Adult Education Survey, almost two out of three people in the labour force were interested in work-related or vocational training in the near future. The most important reasons for this were the need for self-improvement, maintenance and development of vocational skills and competence, better pay and desire for change.

For the unemployed almost all reasons presented to them were regarded as more significant than for the employed. Reasons which contribute to willingness in participating education and training vary according to age: within the younger age group, the reasons were related to securing one's job, while the middle-aged were concerned about career mobility. The socio-economic status had an impact on the reasons of interest. The upper white-collar workers emphasised self-improvement or upgrading of skills and competence more than the average, while lower white-collar workers emphasised the desire for change, gaining respect that comes with education and better pay. Blue-collar workers mentioned unemployment, threat of unemployment, desire to change jobs, securing a permanent job, acquisition of formal qualifications, getting a new job, participation of friends and finding new friends.

Educational needs

Slightly under 50% of the respondents who participated in the 1995 Adult Education Survey said they needed language training because of their work. Almost 50% of them said they also needed other education and training besides languages. The greatest separate educational content was information technology skills; about one fifth of the respondents recorded further training needs. The next most important included trade, marketing and business administration. The need for training in these fields was equally felt by men and women. Otherwise, further training needs were divided in relation to their content which reflected the unequal division of men and women in different sectors (technology and health-care sector, for example). In general, the groups which felt the need for more education and training were those who had high initial education or a high position at work.

Companies obviously emphasise slightly different things, related to their sector, in determining in-service training needs, but also the joint content fields irrespective of the sector are visible. The survey conducted by *Palvelutyönantajat* on educational needs in 1999 shows that in the service sector, customer service, the use of database systems, product information, co-operation skills and quality training are considered the most important competence areas in the near future. The companies ranked negotiation skills, managerial and administrative skills and language competence, internationalisation, skills related to executive positions and safety education most important. (Martikainen & Tuominen 1999)

According to a recent survey on the need for education and training in the industrial sector at the end of the 1990s, the most central issues in large companies (more than 250 employees) were classified as inadequate skills in information technology, language skills and the internationalisation process, co-operation and interaction skills, management and managerial skills, sales and marketing skills, change management, customer service and financial. SMEs (less than 250 employees) in the industrial sector reported inadequacies in 'soft competence' and attitudes. Young people, in particular, wanted more emphasis to be put on interaction and co-operation skills. (Teollisuuden ja työnantajain keskusliitto 2000)

The Ministry of Trade and Industry together with the Federation of Finnish Enterprises surveyed, with the aid of SME barometers, the views of SMEs on the changing financial factors in relation to their own corporate operations. The most recent barometer indicates that the single most important individual measure in corporate development in the near future is in-service training which surpassed the development of marketing and sales operations, which had formerly ranked number one in surveys charting educational needs. (Kauppa- ja teollisuusministeriö – Suomen Yrittäjät 2000)

In assessing the needs for education and motivation of the labour force, the results of the 1995 Adult Education Survey on motives for participation in education and training could be viewed so that if two thirds of the respondents were interested in work-related further training, it means that one third is not at all interested in training. When wage-earners were asked how probable it was that their work would change with respect to both methodology and equipment in the next five years, only a good 40% considered this likely . Over 50% of the wage-earners thought that the change was unlikely, and one fourth of the wage-earners thought the change was extremely unlikely. Those who believed that their tasks would undergo a change included the highly educated and employees in high positions.

Education and training naturally interest people for other than work-related reasons. Almost 60% of the population was interested in language training because of their leisure time pursuits. One in four respondents indicated that they needed training in other subjects because of their free-time activities. Those groups which were most eager to study, i.e., those with the most extensive initial education and people in high positions, were also most interested in studies related to leisure time pursuits.

4.5. Participation in education by the Finnish adult population – International comparison

The International Adult Literacy Survey makes it possible to compare participation in adult education in other countries in the study. The following utilises comparative data collected from almost 20 countries.

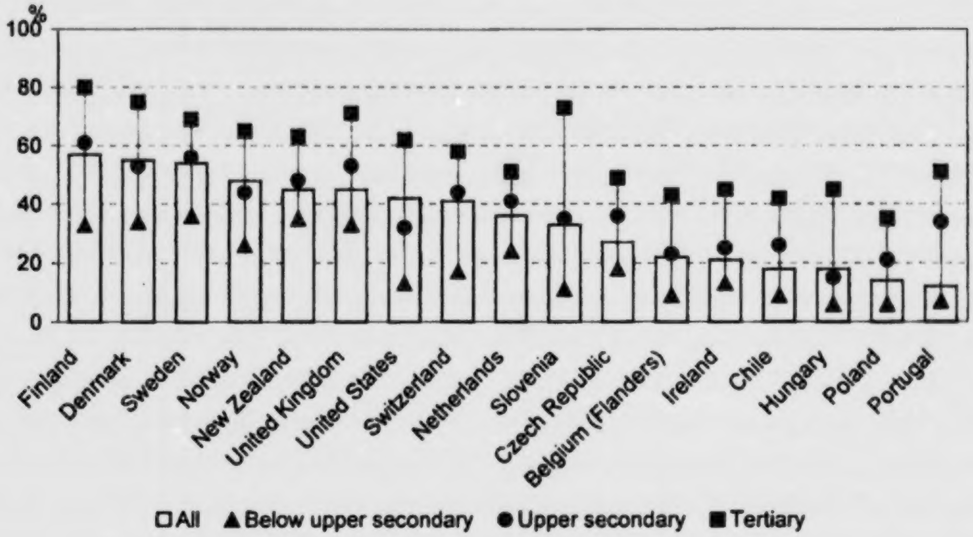
The participation rate of Finns in adult education (57% of the population aged 25 - 64) is near the international top. All Nordic countries score high: a minimum of half of the population has participated in some kind of education during the recent year. Almost half of the population in New Zealand and Great Britain had attended adult education.

IALSalso charted the number of teaching hours. In Finland, the number of teaching hours (teaching hour per participant) was at an average level. A general feature was that in countries where the participation rate was high, the number of teaching hours per participant was lower. The intensity of education and training is better illustrated if the number of teaching hours per participant is contrasted with the total number of the adult population (teaching hours per adult). This measure brings Finland to the leading edge with 83 teaching hours per adult per annum while the average in the Nordic countries was 79, and the average in all countries compared over 50 hours.

In Finland, young people participate in adult education clearly more than older generations. The differences in participation between different age groups are greater in all Nordic countries than in other IALS countries on average, but in Finland, the difference is notably significant. The differences between different age groups were smallest in Sweden, Belgium, Poland, Chile, Ireland and the United States.

The strong impact of initial education on participation in adult education and the great differences between age groups concern all countries participating in IALS. However, the difference in participation in adult education between long and short initial education was not as great in the Nordic countries as in other countries on average. In the Nordic countries, the differences were smallest in Sweden and Denmark. New Zealand, the Netherlands, Great Britain and Norway the relative differences were smaller difference than Finland.

Figure 8. Participation in adult education and training during the 12 months preceding the interview by highest level of educational attainment in Finland and certain other OECD countries, population aged 25 – 64.



Data collected:

1994, the Netherlands, Poland, Sweden, Switzerland (German and French speaking areas), the United States

1996, Belgium (Flemish speaking areas), Great Britain, Ireland, New Zealand

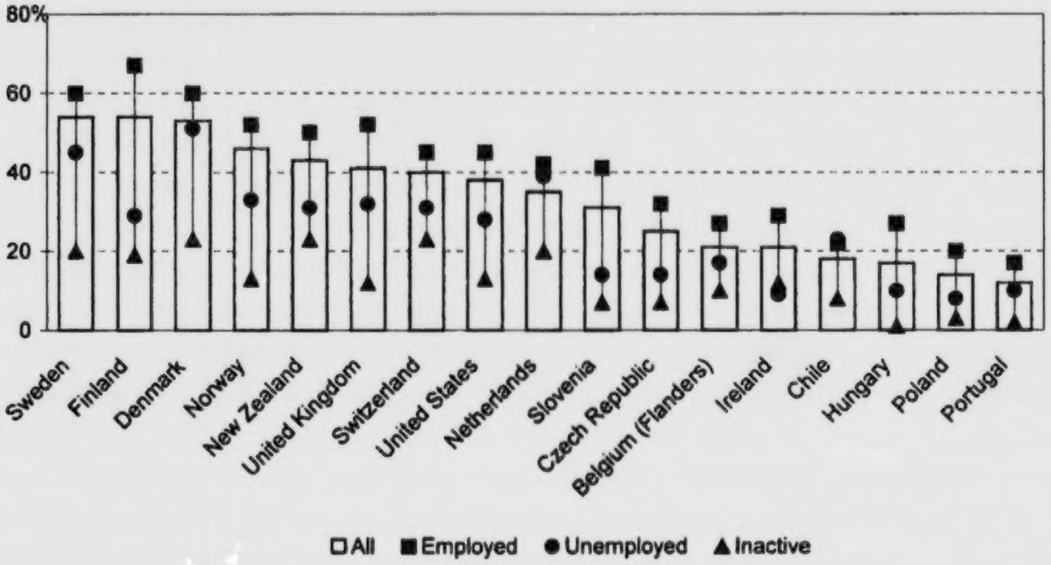
1998, Chile, Norway, Portugal, Slovenia, Finland, Switzerland (Italian speaking areas), Denmark, Czech Republic, Hungary

Source: IALS/SIALS, 1994-1998

IALS also makes it possible to compare the correlation between the level of literacy and participation in adult education. The results show that in Finland the difference between good and poor readers in relation to participation in adult education is average compared to other countries, but then again significantly greater than in Sweden and Denmark. Other countries which are more equal in this respect include New Zealand, the Netherlands, Switzerland, the Czech Republic, Great Britain and the United States. In Norway, the difference is similar to Finland.

The unemployed were considerably less likely to participate in adult education than the employed: one third of the unemployed attended adult education in 1998 while the figure for the employed was two thirds. Compared internationally, the difference in participation rate between the employed and unemployed in Finland is clearly relatively greater than in all comparative countries on average, and only in Poland, Hungary, Slovenia and Ireland is the difference in the participation rate relatively greater. In Finland, the employed participated in education and training twice as often as the unemployed (67% of the employed – 29% of the unemployed), whereas in Denmark the difference was one fifth (60% of the employed – 51% of the unemployed), and in Sweden, one third (60% of the employed – 45% of the unemployed) and in Norway two thirds (52% of the employed – 33% of the unemployed) more often than the unemployed. In Ireland, the employed participated more than three times more often in education and training than the unemployed (29% of the employed – 9% of the unemployed). If we examine participation in work-related or vocational training, the difference becomes even more pronounced. In all the countries compared, only Poland scores a relatively greater difference in the participation rate of the employed and unemployed.

Figure 9. Participation in adult education and training during 12 months preceding the interview by labour force status in Finland and certain other OECD countries, population aged 25-64



Data collected:

1994, the Netherlands, Poland, Sweden, Switzerland (German and French speaking areas), the United States

1996, Belgium (Flemish speaking areas), Great Britain, Ireland, New Zealand

1998, Chile, Norway, Portugal, Slovenia, Finland, Switzerland (Italian speaking areas), Denmark, Czech Republic, Hungary

Source: IALS/SIALS, 1994-1998

The participation of Finnish wage-earners in employer-sponsored training was at the top internationally with respect to the participation rate. The high number of participants and the low number of teaching hours is characteristic of employer-sponsored training in Finland. Compared to other countries, the number of teaching hours per participant was lowest in Finland. If the co-efficient employed is teaching hour per wage-earner – which takes into account percentage of wage-earners participating in adult education – Finland is near the average in the countries surveyed.

5. A HISTORICAL OVERVIEW OF ADULT EDUCATION

5.1. Roots of adult education lie in liberal education

Adult education in Finland began in the civic society ...

Adult education arrived in Finland with the Grundtvigian[2] idea of liberal education for the people, based on the general educational endeavours and goals of the students themselves. Late 19th century discussion set the objectives of adult education quite faithfully in the Grundtvigian spirit. It was agreed that the basis of liberal adult education should be in the civic society and setting the objectives should be clearly detached from Government control. Financial aid from the State was also spurned, because it was feared that State aid would influence the teaching content. (Toiviainen 1998, 11-12.). The course taken by liberal education procedures in Finland include, characteristically, the themes of the national revivalist movement and teaching which were employed to emphasise and deepen national spirit.

... however, soon it needed Government aid.

The first educational establishment in Finland providing liberal adult education, a folk high school, was established in 1889. However, the ideal of absolute self-financing had to be given up as the network of educational institutions grew, which has later proved to be one of the conditions for the success of liberal adult education. During the first decades of the 1900s, Government aid to liberal adult education was dependent on aid granted at the discretion of Parliament. In 1925, the financing of folk high schools was secured by enacting a law on Government aid to folk high schools (Toiviainen 1998, 11-12; Alanen 1992, 11). There are now 91 folk high schools in Finland.

Education opportunities for the working class were provided by establishing workers' institutes.

Alongside Grundtvigian folk high schools, a wide network of so-called workers' institutes sprang up in Finland. The ideological basis of the workers' institutes was the Enlightenment's ideal of a morally and educationally enlightened nation, and they offered the urban working-class a chance for education in their free time. The first workers' institute was established in Tampere in 1899. Soon many workers' institutes changed their name to 'citizens' institutes' (now called adult education centres) to better reflect the growing and widening student body of the institutes, comprising several social classes (Toiviainen 1998, 12-13). Some of the institutes, however, retained their old name, and of the 274 adult education centres in Finland today, some still use their historical name of 'workers' institute'.

The financing of adult education centres was secured by the State in 1926 with a law on State aid to adult education centres (Alanen 1992, 11).

Although Government involvement in the developing of adult education in the early 1900s, in particular in financing, was greater than the non-governmental participants had envisaged, the educational institutions were quite independent in making decisions concerning the teaching goals and contents as well as its pedagogical aspects. The principles of Government aid legislation coincided quite well with the principles and basic ideologies of the central organisations in liberal education, and educational institutions receiving Government aid were given much autonomy. The only condition was that their operations had to fulfil general educational requirements (Alanen 1992, 11).

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[2] Nikolai Grundtvig (1783-1872) was a Danish theologian and intellectual, who wanted to create a form of educational institution independent of government goals and financing. One of the central ideas was to make education communal by studying and living together in the school. (Toiviainen 1998, 10-11.)

Until the 1960s the Government followed civic society goals in adult education.

Up until the 1960s, the "grand policy" of Finnish adult education was liberal education, The Government supported the goals and aims of liberal education by minimising systematic control based on governmental planning. This is why the first phase of adult education has often been called the era of adaptive educational policy (ibid.).

5.2. Educational programming of the Finnish Broadcasting Company YLE offers adult education from the very beginning

YLE began educational programming from the very beginning.

Broadcasting in Finland began in autumn 1926. It was a time when the ideals of popular education and public enlightenment were at their height, and the radio was seized upon as a medium for promoting educational equality in sparsely populated Finland. Educational programmes and instructive lectures were a part of public service broadcasting from the very beginning: in its second week of broadcasting, radio offered instruction on English grammar.

YLE's licence from 1926 followed European public service principles emphasising dignity, matter-of-factness, neutrality, propriety, promoting popular education and public enlightenment and providing useful information. Models included the BBC in particular.

There has been systematic programming for adult students since 1966.

Systematic programming for adult students began in 1966. Studies aiming at a more specific goal, such as a qualification or passing a certain examination, emerged at that time: it became possible to take exams on language and other courses in general examinations organised by Examination Board for Adult Studies all over the country. Many radio and television courses could also be studied in correspondence schools.

YLE was among the first in Europe to shift the focus of its language teaching from radio to television as early as the 1970s, thereby also targeting wide and less- educated sections of the population. Television was very much the path to more serious language studies in adult education centres. Indeed, YLE and adult education centres have co-operated in creating a base for adults' self-motivated language learning, because television, in particular, has had an essential role in motivating, teaching and, naturally, informing.

YLE's selection of languages is wide: radio and television have been the media for teaching a total of 16 languages – including Swedish, Sámi and Finnish sign language – as well as Finnish for both Finns and foreigners. The latest field is the Internet: the first real Internet language school – a basic course in French – was organised in February 1999.

In the beginning, other adult education programming was mainly popular general education. The first exam-based study module was a course in social policy in the 1970s. The 1980s saw the production of programmes linked to open university courses, alongside traditional general education.

(Source: Yearbooks of YLE)

5.3. Training for the unemployed, the basis for developing adult vocational education

Educating the unemployed, along with liberal education, is one of the cornerstones of Finnish adult education.

In addition to liberal education, the basis for Finnish adult education has been training the unemployed, which began at quite an early stage.

The first training measures targeted at the unemployed began in the 1920s. The measures continued to some extent in the 1930s. The post-war years of the 1940s saw intensive courses for men returning from the war. However, it was not until 1966 that the first act and decree on vocational courses promoting employment was enacted (493/165 and 1965).

In earlier times, training was organised mainly for the young unemployed in outlying remote districts. However, in the 1960s it was noticed that the lack of vocational training was a problem not only in remote areas. Urban areas experienced shortages of skilled labour and unemployment of unskilled labour simultaneously. To alleviate this problem, it was necessary to initiate training for the unemployed in a more organised manner. Labour market policy prepared to face structural changes in the labour market with training and education.

Legislation on labour market training for adults was reformed in 1976...

Labour market training for adults was next reformed more extensively in 1976, when an act and a decree on employment training became law. The law improved the social benefits of students while studying, and defined vocational education centres, vocational institutions and universities as providers of training and education. The role of employment authorities in determining the need for training was also strengthened. Furthermore, there were attempts to better take the needs of employers into account and the target group for training and education was expanded to people working towards a university degrees as well as entrepreneurs.

... and again in 1991, which is the basis of the present organisation of labour market training.

The last major change in legislation took place in 1991, when the act and decree on labour market training for adults came into force. The act on vocational adult education centres became law at the same time.

The new law brought crucial changes to the earlier system. Previously, the Ministry of Education had been responsible for financing labour market training, but the new system transferred the financial responsibility to the Ministry of Labour. One of the most important changes was that according to law, in the new systems the labour administration must invite tenders for organising training and education. When purchasing training and educational services, the labour administration must invite tenders from potential organisers of education and then purchase the service from the organisation which submitted the most economical tender overall. The number of organisations organising labour market training for adults has substantially increased after the new legislation came into force. Education and training have also been purchased not only from universities and other educational institutions, but also from private companies providing education, especially in the information technology sector. Education and training are also purchased in co-operation with employers, whereby the employer pays part of the education costs. In practice, most labour market training for adults is still carried out in the former vocational education centres, now called vocational adult education centres. The reasons for this are, on the one hand, that they have specialised in adult vocational education and, on the other hand, that in many sectors the vocational adult education centres are the only education providers who have enough capacity for organising education (e.g. the metal industry sector).

5.4. Adult education as part of the general social policy in the 1970s; the decade for setting goals

As the Government's planning machinery grew, adult education was adopted as an instrument of general social policy in the early 1970s. The supply and organisational structure of adult education were undeveloped. Goals for adult education were set to form a basis for organising adult education. The development work was initiated by the new Government of 1970 and it found a more concrete form in the work of the committee on adult education appointed by the Ministry of Education in 1971.

In the 1970s adult education was adopted as an instrument of general social policy.

Later assessments (e.g. Lehtisalo & Raivola 1999, 165-166; Rinne & Vanttaja 1999, 22; Alanen 1992, 12) see the second preliminary report of the committee in 1975 as crucial for developing adult education (KM 1975:28). The report sets the basic objectives of adult education: "promoting production, improving skills for acting in society at large and promoting cultural activities from the standpoint of both creators and consumers" (ibid., 16). Four objectives of adult education policy followed from these:

- increasing educational equality;
- promoting production – improving vocational and professional skills;
- promoting democracy – improving skills for acting in society at large; and
- promoting culture – self-improvement (ibid., 16-17).

The committee endeavoured to accommodate production-economic, cultural and self-improvement objectives within a single framework, so that adult education would be developed as a whole with the different parts supporting each other. Although the planning emphasised the equal development of all sectors of adult education, vocational training and, in particular, vocational training promoting employment was given special status. The committee felt that "priority in education and training should be given to such basic and further training as have an immediate effect by reducing or preventing unemployment" (ibid., 173; cf. Rinne & Vanttaja 1999). According to the committee, the next target for Government funds for adult education should be initial vocational training for adults with only primary education (4 grades).

Adult education was seen as supporting personal development, economy and production.

The Government policy on planning and developing adult education was adopted on the basis of the committee's work in 1978 (e.g. Alanen 1992, 13; Rinne & Vanttaja 1999, 23). At the same time, adult vocational education strengthened its position in the development of the whole field of adult education.

Adult education in labour market negotiations

Since the 1970s, adult vocational education has become one of the central issues of labour market negotiations. Education and training issues have been the subject of tripartite[3] negotiations either together with the Government as part of incomes policy agreement negotiations or outside wage negotiations directly with education authorities. Organisations have also participated in the planning and drafting of different laws and measures promoting adult education and training.

In the 1970s adult education became one of the central issues in labour market negotiations.

Since 1969, labour market organisations have concluded education and training agreements between central labour market organisations. These agreements have promoted participation in vocational or trade union training by adults active in the work force. The agreements detail the compensation and procedures when an employer sends an employee to vocational training. There are also agreements on the procedures and compensation for education and training linked to joint participation of the employer and the employees, including safety and health at work, and developing the work community as well as training necessary for employees' representatives. The agreements have been revised and, today, the stipulations on education and training are included in the general labour market agreements or the collective agreements of different sectors.

Participation in vocational training has since been made easier by different training and study grants paid by the Education and Redundancy Payments Fund administered by labour market organisations.

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[3] Tripartite negotiations are negotiations between the Government, employee organisations and employer organisations.

The emergence of entrepreneur training

Training administered by the Ministry of Trade and Industry for small and medium-sized enterprises also commenced on the threshold of the 1970s (1965). Entrepreneur training was begun after it was noticed that the development of SMEs was often hampered by a lack of mental resources and business expertise. Fairly soon after the system was created, a practice evolved with management consultants as instructors. The long-term development programme for entrepreneur training was completed in 1974. Later the emphasis shifted to integrating the training more closely with the other activities of the Ministry of Trade and Industry's regional Business Service Offices of the time in such a way that all the different subsidies constituted a development package to be offered to the enterprise.

At the same time management consultation was begun to increase business expertise.

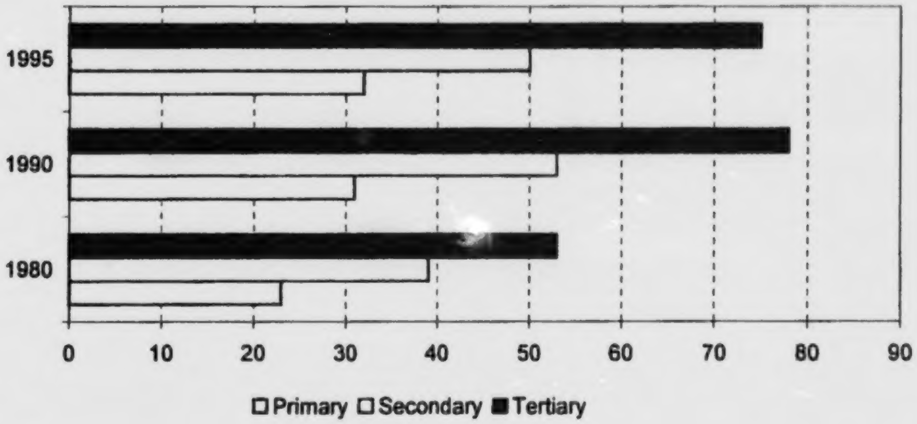
The 1970s saw the creation of the central policies of developing adult education, which were then revised in the 1980s in numerous committee reports.

5.5. Promoting adult education in the 1980s: the decade of action

The 1980s in Finland was a time of increasing participation in adult education. Between 1980 and 1990, participation levels increased in all initial education levels in the population, although the increase was most marked among those with higher education.

Participation in adult education increased in the 1980s ...

Figure 10. Participation in adult education in 1980, 1990 and 1995 according to initial education (%)



Source: Blomqvist *et al.* (1997)

The increase in participation levels reflects the impact of the 1970s emphasis on adult vocational training. While in 1980 just under 600,000 people participated in adult vocational education, the corresponding figure in 1995 was well over one million (approximately 43% of the population aged 18-64 years) (Rinne & Vanttaja 1999, 84).

... which was partly due to numerous reforms to facilitate studying in adulthood.

The 1980s saw significant initiatives in facilitating the adult population's opportunities to participate in training and initiatives to create a clearer administrative organisation of adult education. The most important reforms were:

- Establishing the position of the continuing education centres of universities;
- Granting earnings-related adult study allowances and establishing the practice, which began as an experiment.
- Developing the financial and administrative systems of adult education by creating a tripartite division of responsibility into self-motivated, in-service and labour market education.
- Giving adult education tasks to vocational institutions which previously had concentrated only on youth level education.

The Advisory Council for Adult Education was established in 1984 to assist decision-making in educational policies.

5.6. Towards the 1990s: the customer-producer model of adult education

In the early 1990s, the traditional financing model of adult education based on the state subsidy system came under criticism for the fact that the interests of educational service providers might distort the education supply and its targeting. It was thought that the needs of individual citizens are not sufficiently prominent in planning education and training and that it is necessary to establish a body, which would direct concrete targeting of education and training.

Launching the customer-producer model was seen as providing a solution. In this model the education or training is purchased by a regional organisation of the public administration (In the case of self-motivated training, it is the Education and Culture Departments of Provincial State Offices, in labour market training it is the Employment and Economic Development Centres, formerly labour districts). The education provider is usually an educational institutionunder avowed control, which sells the educational service to the purchaser.

The customer-producer model of adult education led to the creation of an education market...

The customer-producer model of self-motivated training targeted the training and education according to the demand experienced and expressed by the educational institutions and students. In the model, the educational organisation interprets the need and demand for education and training in its region, the interest of potential students by sector and the objectives set for education and training by the public administration. The educational institution turns the education and training provided by it into a product, which it believes will attract enough participants to make the activity economically feasible. Thus the targeting of education and training depends on the kind of education and training adults want and how the purchasing organisation wants to focus its activities. Labour market training, in particular shows the administrative direction, but purchases of self-motivated education were also regulated.

As regards additional vocational training financed by the education authorities, the Ministry of Education allocated resources to the Provincial State Offices for purchasing education and training. Thus, the Provincial State Offices acted as purchasers of education in accordance with the general guidelines provided by the Ministry of Education and target agreements concluded in the Provincial State Offices. The Ministry of Education's general guidelines, that is, guideline decisions, were revised annually. They aimed at steering acquisitions in line with the adult education policies. The role of the Provincial State Offices as local actors was utilised by emphasising regional labour needs in target agreements, the level of educational attainment of the population and so forth. The task of the educational institutions was to cater for the education supply and sell it to the Provincial State Offices. Guideline decisions and target agreements, however, restricted the open education market by defining which education products should be taken into account when making purchasing decisions. On the other hand, educational institutions were responsible for recruiting students. The cost of education was, thus, paid per each attending student, not the designed number of students. The responsibility for recruiting students and paying for the actual costs meant that educational institutions had to make their product attractive to students. Therefore, the education market was open towards students, although the purchasing decisions were regulated.

In the late 1990s, the education administration had fairly abundant resources to purchase self-motivated additional vocational training. In practice, this meant that Provincial State Offices were able to purchase practically all the education and training offered. Every year, resources allocated to self-motivated additional vocational training remained unused, partly due to the shortage of overall supply and partly due to the fact that the acquisition areas of the Provincial State Offices suffered a shortage of education and training supply which could have been targeted in accordance with the guideline decisions and target agreements. Unused resources were transferred as transfer appropriations to the next year's purchases.

The available resources for purchasing or fluctuating education and training supply does not directly affect the operations of the Provincial State Offices and Employment and Economic Development Centres, despite the fact that the extent of purchasing activities directly correlates with the work load of the staff in charge of purchases. Nevertheless, changes in the State budget signified quite substantial changes in the activities of individual educational institutions.

In 1991, the names of vocational education centres, which previously had focussed mainly on training the unemployed, were changed to vocational adult education centres and their tasks were expanded, making it possible for them to offer self-motivated adult education.

Deregulating adult education with the customer-producer model was believed to create more, and more varied, adult education, and provide educational institutions with the opportunity to respond quicker and more accurately to educational needs (Varmola 1996, 67). However, adult education did not become a free market, instead, the market was quite regulated. Furthermore, the public administration with its own education policy objectives had a firm grip on the market and controlled the supply of education. The opening up of the educational market, which took place in the late 1980s, was not full-scale, and this era in adult education is said to be "half-market-driven" (Rinne & Vanttaja 1999, 53-54).

...although in fact even the free education market has been tightly controlled.

At the advent of the 21st century, discussions have arisen whether self-motivated education and training should transfer from the customer-producer model employed in additional vocational training to the State subsidy system, more emblematic of education administration. The customer-producer model was considered vulnerable to the fluctuation in the amount of appropriations and, therefore, it was seen to cast a gloom of constant economic insecurity over educational institutions. Besides, there was a desire to transfer the financing of qualifications in additional vocational training (further vocational qualifications and specialist vocational qualifications) to a system independent of acquisition activities. The suggestion was that the financing base would be on the calculated State subsidy system.

The financing reform acquired its final shape as a 'mixed model'. In this model, the funding is allocated to the major providers of additional vocational training (vocational institutions, vocational adult education centres and specialised vocational institutions) through the State subsidy system, and for others (higher education institutions and institutions of liberal education), as State appropriations for arranging some specific education and training. The former additional vocational training providers receive 60% of the amount reserved in the State budget for self-motivated additional vocational training. The latter group receives 40% of the funding in the form of State appropriations granted by the Provincial State Offices.

The 1990s have mainly been a time for developing adult vocational education, and the provision of adult vocational education has spread outside educational institutions focussing on vocational training into educational institutions providing liberal education. Until the late 1980s, Finland had a clear division of educational institutions into vocational, on the one hand, and non-certificate oriented, recreational adult education, on the other. However, in the early 1990s the traditional division began to blur as liberal education took on ever more tasks traditionally associated with adult vocational training.

In the early 1990s liberal education institutions began to take on adult vocational education tasks...

In the early 1990s, the operations of the continuing education centres of universities expanded considerably. Financing was mainly directed at the continuing education of the academic unemployed, those under threat of unemployment and people coming from outside the labour market, through the so-called Relander programme. This financing expanded the operations of the continuing education centres considerably, and the activities remain at a high level even today despite the fact that the level of financing, which was targeted during high unemployment, has gradually

... while the activities of continuing education centres of universities expanded.

decreased with the economic boom. The Relander programme has also contributed to the increase in the activities of the open university.

The early 1990s were a time of great changes, both in the number of hours and in the quality of the educational programming of television. A significant reform in communications policy was the separation of public service broadcasting and commercial television into their own respective channels in 1993. This brought a considerable addition to the available broadcasting time of the Finnish Broadcasting Company YLE. In 1993, the broadcasting hours of educational programming on television grew ten-fold. At the same time, however, the programmes were moved from prime-time slots to weekend mornings and afternoons and weekday afternoons, as in other European countries.

YLE reacted to the early 1990s recession and unemployment by creating programming for the unemployed and those striving to enter the work force or establish enterprises. A television programme aimed at the unemployed was launched in autumn 1993, when the number of unemployed was nearing the half-million mark. Another mid-1990s programming initiative was the start of regular weekly broadcasts of open university courses on television in 1996. From the educational policy perspective, the decision was closely linked to the significant increase of open university teaching.

5.7. The municipalities and the history of adult education

Concern for unemployment as instigator of municipal adult education

Municipal adult vocational education began back in the 1930s, when it was mainly the municipalities, who organised the first 60 vocational courses in order to fight unemployment. Before this, some municipalities had organised courses in housekeeping and sewing for unemployed women (Vaso 1998, 17). The municipalities received 50 percent Government aid from the Ministry of Social Affairs for organising the courses. The vocational courses were targeted at the unemployed aged 17-23 years. The activities were begun after recommendations by an unemployment committee appointed in the late 1920s (Leskinen, Talka, Pohjonen 1997, 12-13).

Municipalities have had an important role in adult education ever since the 1930s.

Development of municipal educational institutions providing adult education

Adult vocational education provided by the municipalities was first carried out mainly in the vocational institutions of larger towns. Later separate departments were established in vocational institutes for training adults. As the need for education kept increasing, several vocational education centres providing training solely for adults were established in 1970. The next ten years saw the establishment of a total of 42 vocational education centres all over Finland. The establishment of vocational education centres was further prompted by the OECD 1968 Paris contention, which recommended that the level of labour market training in the industrialised countries be one percent of the work force (Leskinen, Talka, Pohjonen 1997, 30, 82-84).

The status of municipal vocational education centres as organisers of vocational courses and employment courses was legalised in 1970, when the act on vocational courses promoting employment, first enacted in 1965, was amended. The amendment made it possible to establish employment training on a permanent basis and thus organising employment courses became regular. As the vocational education centres became established, the number of formally qualified teachers also increased and their employment became permanent (Vaso 1998, 17-18). Later, the vocational education centres continued as vocational adult education centres.

The latest significant reform in the educational organisation took place in the 1990s with the creation of the dual system of higher education: polytechnics were established alongside universities.

The establishment of polytechnics is complemented by an accreditation procedure based on law. When applying for accreditation, the criteria includes how up-to-date the degree programmes are, how much need there is for a particular degree programme, how close contacts with the business community the polytechnic has, and the polytechnic's role as a regional education and service provider (Virtanen 1998, 9-12). There are a total of 29 multi-disciplinary regional polytechnics, most of which are maintained by municipalities.

Local Government Training Ltd., owned by the Association of Finnish Local and Regional Authorities, was established in the early 1990s. The agency produces educational services at national, regional and local levels. Customers include employees of cities, municipalities, joint municipal authorities, municipal companies as well as employees' representatives. Education and training services are also offered to co-operation partners of the municipal administration.

Local Government Training Ltd. arranges approximately 1,000 training sessions annually with participants totalling some 40,000. The turnover in 2000 amounted to FIM 38.2 million.

6. FORMS OF ADULT EDUCATION

6.1. Certificate-oriented education

6.1.1. General adult education

Education targeted at adults provides them with an opportunity to complete primary education (comprehensive school syllabus) or general upper secondary syllabus and to take part in the matriculation examination. Adults may also study individual subjects (often languages) without completing the entire syllabus. The ways of arranging basic education for adults (excluding those within the sphere of compulsory education) are not as strictly regulated as in compulsory education, and teaching may thus be arranged either entirely or partially as distance teaching. Those who start general upper secondary education when they are over 18, are entitled to be exempted from certain subjects. The General Upper Secondary Schools Act (629/1998) stipulates that the curriculum must be designed so that "it provides the student with an opportunity to make individual choices and if necessary, utilise teaching offered by other education providers".

6.1.2. Vocational upper secondary education

Adults are entitled to complete similar initial vocational programmes leading to a qualification as young people. When qualified, adults are entitled to work at basic tasks in the field and apply for tertiary education. The study programme comprises 120 credits. The upper secondary qualification may be completed as basic vocational education, or attained through a competence-based examination or apprenticeship training.

The initial education of adults is governed by the Vocational Education Act effective since the beginning of 1999 (630/1998). The Act stipulates how vocational upper secondary education (ISCED 3) should be arranged and does not differentiate between adult education and youth-level education. It offers educational institutions the opportunity to arrange education which caters for adults' needs – which might be different from those of the young. Often teaching is arranged in special adult study lines or as open and distance learning. The aim of vocational education is to "enhance the vocational skills and competence of the population, develop working life and respond to its needs for professional expertise, and promote employment" (630/1998).

Vocational initial education develops competence catering for the needs of adults.

Vocational institutions, adult vocational education centres, and specialised vocational institutions provide vocational upper secondary education. In addition, some folk high schools, physical education centres and conservatories arrange vocational education.

6.1.3. Additional vocational training

Additional vocational training gives the student an opportunity to acquire more profound knowledge.

Additional vocational training is further and continuing education targeted at adults, which adults usually attend after initial vocational education. The qualification structure in additional vocational training is not intended to be a continuation of initial vocational education in every respect. Instead, all who feel the need to improve their vocational expertise or wish to receive education and training which will improve their qualifications may seek additional vocational training.

Additional vocational training refers to vocational qualifications completed in competence-based examinations or studies leading to a specialist vocational qualification – including education and training preparing for these – and other additional vocational training which does not lead to a competence-based qualification. The aim of additional vocational training is to "maintain and enhance vocational skills and the competence of students, give students an opportunity to work independently, to develop working life, promote employment and support lifelong learning" (631/1998). Vocational qualifications require that the students have a basic proficiency in the tasks in their field, while a specialist vocational qualification qualifies them for more demanding tasks.

The vocational qualifications of adults are competence-based qualifications and can thus be obtained in a competence-based examination irrespective of how the competence needed in the examination was acquired. Basic vocational qualifications can also be obtained through competence-based examinations. Competence-based qualifications are based on the grounds for qualifications determined in tri-partite education committees and adopted by the National Board of Education. The Adult Vocational Education Act (631/1998) defines three different forms of qualifications:

- Vocational qualifications (correspond to upper secondary education at youth level);
- further vocational qualifications (vocational expertise required of a professional in the field), and
- specialist vocational qualifications (mastering more demanding tasks).

Adults obtain qualifications by participating in competence-based examinations. They can either study in courses preparing for the examination or take the examination alone. Since the structure of qualification is based on parts, adults can participate in education and training preparing for only one or two parts of the qualification.

The major providers of additional vocational training in 1999 were vocational adult education centres, specialised vocational institutions, vocational institutions and higher education institutions (polytechnics and universities).

Basic vocational upper secondary education and education preparing for a vocational or specialist vocational qualification can also be arranged as apprenticeship training. Studies mainly take place in a working community and, therefore, emphasise the concept of learning on the job.

6.1.4. Certificate-oriented education in higher education institutions

The Finnish higher education system is divided into universities and polytechnics. The basic degrees of universities are the same for adults and young people and thus students complete the same basic degrees irrespective of their age. The majority of students are adults (aged 25 years or older) meaning approximately 51% are adults, and 18% of students who begin their studies belong to this group (Tilastokeskus 1999, 29).

Polytechnics arrange basic degrees specifically designed for adults.

Unlike universities, polytechnics provide education and training leading to a basic degree specifically targeted at adults, and one fifth of the polytechnic education is of this kind. There are also many adults (aged 25 years or older) studying in the basic education programmes aimed at young people (43% of all polytechnic students). Correspondingly, 11% of those studying in programmes designed for adults are under 25.

Open university is open to all and offers an opportunity for university and polytechnic studies.

Universities and polytechnics offer open teaching corresponding to basic degree studies. The Open University is a traditional form of study, whereas polytechnics began to offer open teaching only at the end of the 1990s. Teaching is open to all irrespective of age and initial education. One may complete grades and modules. Objectives pertaining to liberal education are individually set by each student. Under certain conditions, students may apply for transfer into the university and become a regular student and aim for higher education degrees.

6.1.5. Language tests

Students can demonstrate their language proficiency in a standardised test irrespective of their former education and how they have acquired the skills. The language tests, which are designed to measure the level of language proficiency of adults, are available in nine languages.

6.2. Non-certificate-oriented education and training

6.2.1. Vocational upper secondary education and training

Vocational upper secondary education and training need not lead to a qualification or parts of it since the aim can be to develop or expand professional skills and competence. In 1999, a good 50% of additional vocational training was non-certificate-oriented.

Vocational education and training is also arranged as non-certificate-oriented training.

Non-certificate-oriented vocational training does not lead to a qualification but offers an opportunity to increase professional skills in some area of competence on voluntary basis. Non-certificate-oriented vocational education is arranged in the form of additional vocational training and as continuing education in higher education institutions. The majority of training purchased as in-service training (see Section 6.4.3.) upgrades students' non-certificate oriented competence.

6.2.2. Tertiary education

The continuing education centres of universities offer university graduates a non-certificate-oriented opportunity to update and deepen their professional competence and skills. Besides this, centres offer professional courses which complement the university degree system and promote professional development. Professional courses comprise a minimum of 20 credits and can be offered to university graduates or others who meet the set criteria (464/1998).

Adults may also take professional courses in polytechnics. The courses are arranged as extensive continuing education programmes which promote vocational and professional development. Courses are arranged for graduated, vocational post-secondary education or vocational tertiary education and others with adequate study skills (464/1998).

6.3. Non-certificate-oriented general education, liberal education

Vocational development is not the primary aim of general education. Rather, it seeks to strengthen the students' personalities and support their educational endeavours outside working life. The strict division into recreational and vocational education and training is problematic: people studying in liberal education institutions often utilise skills they have learnt through their leisure time pursuits or in order to develop vocational and professional skills.

Liberal education institutions[4] offer the opportunity to acquire general education irrespective of age and initial education and training. Although the foundation in liberal education is in recreational study, students can also obtain vocational qualifications or complete comprehensive and general upper secondary school syllabi.

Within the sphere of liberal education, the objectives and aims are not given from the outside but the background communities decide these themselves. Despite the differences in the background communities of liberal education institutions and their organisation, the aim is the same: learning and development of educational endeavours is perceived as an aim in itself.

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[4] Adult education centres, folk high schools, study centres, physical education centres and summer universities offer liberal education in Finland (632/1998).

The legislation stipulates the following as the objectives of liberal education:

- supporting diverse development of an individual's personality;
- supporting the ability to act in a community; and
- promoting democracy, equality and pluralism in Finnish society (632/1998).

In practice, the objectives are realised by means of a wide variety of education programmes and forms of education. Some liberal education is arranged as evening classes once a week while some comprise rather intensive work at boarding schools. The student's own educational and learning objectives are emblematic of liberal education.

6.4. The organisation of adult education and studies

In addition to the form of education, vocational education and training aimed at adults has been divided since the 1980s into self-motivated training, labour market training and in-service training. Later this division was extended to encompass non-vocational education as well. The education administration and the students themselves (to a reasonable extent) finance self-motivated adult education, whereas the labour administration finances labour market training and the employer finances in-service training. In-service training is partially state-subsidised. The division is based on the policy decisions concerning adult vocational education adopted by the Council of State in 1987 and 1988.

In addition to these forms of education and training, entrepreneurs have their own consultative education programmes. Adults also study outside scope of adult education proper: they might participate in education and training targeted at young people or pursue informal studies detached from the education organisations. Educational programming on television is an important feature in the latter. New media have lately gained ground as an adult education provider.

6.4.1. Self-motivated adult education

The Council of State formulated in its policy decision at the end of the 1980s the aim of self-motivated adult vocational education. It was to respond to the skilled labour needs and raise the level of educational attainment of the adult population. The aims of self-motivated adult education, including other than vocational education, are more specifically defined in the Development Plan for Education and Research approved by the Council of State every five years. The latest Development Plan 1999 – 2004 emphasises, among other things, the raising of the level of initial education, enhancing educational and cultural competence of the middle-aged, strengthening the status of liberal education as well as developing liberal education and study services for the retired (Opetusministeriö 1999a).

In self-motivated adult education people study according to their own objectives.

Self-motivated adult education means that people themselves take the decision to seek education and independently attend to the education and training which best seems to respond to their needs. Self-motivated adult education is offered either free-of-charge or at a reasonable fee and the education administration is the principal financier. Self-motivated adult education is arranged at all levels of education, in approximately one thousand educational or higher education institutions and constitutes the corner-stone of vocational and general education for adults.

Financial support during self-motivated studies comprises social benefits targeted at adult students. Depending on the life situation and working history, the following grants and allowances are available for adults:

- general financial aid for students;
- adult study grant;
- training allowance for those on study leave (see Section 9.2.2.);
- partial training allowance for those on alternation leave (See Section 9.2.2.);
- adult training supplement for those who have lost their jobs, and
- training allowance for the unemployed who start self-motivated studies (see Section 9.2.4.).

6.4.2. Labour market training aimed at adults

Labour market policies constitute the foundation for labour market training.

The aim of the labour market training targeted at adults is to promote and maintain the balance between supply and demand in the labour market, prevent unemployment as well as to prevent labour force shortage by acquiring education and training for adults.

Those who participate in labour market training are usually unemployed and contact employment offices when seeking training. The education and training purchases are based on the regional organisations of labour administration, industry departments of the Employment and Economic Development Centres, forecasts concerning the local labour market development as well as educational needs. The employment offices select applicants for training on the basis of the educational needs of the applicant in relation to the regional labour market needs and requirements concerning educational level. Consequently, the duration, contents and aims of labour market training vary. It is currently mainly vocational certificate-oriented education. The content of labour market training is similar to other adult vocational education.

Labour administration may purchase labour market training in co-operation with companies for their current or prospective employees. In this case, the employer participates in financing the training.

Labour market training is arranged in adult vocational education centres, in other vocational institutions and higher education institutions. Private education providers may also arrange labour market training. The participants, however, must be 20 years of age, and those under 20 can participate only in exceptional cases. Those participating in labour market training receive a training allowance or labour market allowance which corresponds to the amount of daily unemployment benefit during unemployment. Furthermore, with a few exceptions, the participants are paid FIM 30 a day for their upkeep. Those who participate in training outside their working area may also receive FIM 30 a day for board and lodgings provided that extra costs have accrued from this reason. In addition, those who have lost their job may apply for an adult education supplement from the Education and Redundancy Payments Fund.

6.4.3. In-service training

In-service training is paid by the employer. Training mainly takes place during working hours and the employee is usually compensated for loss of income during the training period. In-service training usually lasts for a limited period and is continuing education in nature, but it may also be certificate-oriented training.

During in-service training, the participants receive full wages and training is business-oriented in nature.

In in-service training, employees are trained according to the company's needs with respect to production and work organisation. Although the aim of the training is to enhance productivity and profitability, it also motivates the personnel. The employer chooses the people to be trained and the content of the education. The law prescribes that an annual in-service training plan must be discussed with the personnel in companies with more than 30 employees.

Apprenticeship training can be counted as in-service training provided that it is offered as additional training for the personnel. This kind of apprenticeship training is part of corporate and human resources policies.

The employer may arrange in-service training either by purchasing training from education providers, by arranging in-house training or by purchasing training from educational enterprises. The majority of in-service training purchased outside the company comes from vocational institutions, including adult education centres and specialised vocational institutions. In addition, training is also purchased from the continuing education centres of universities and liberal education institutions.

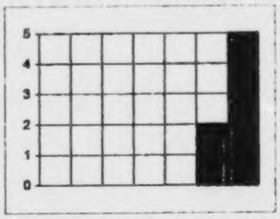
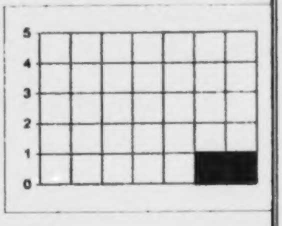
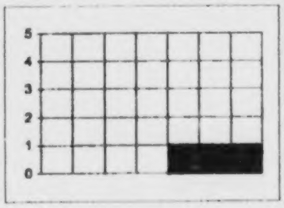
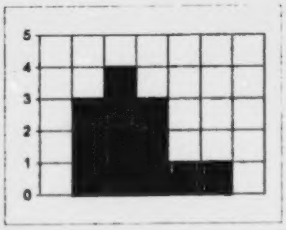
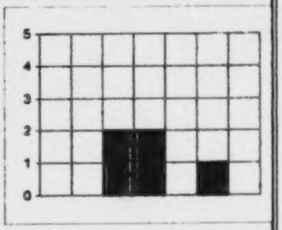
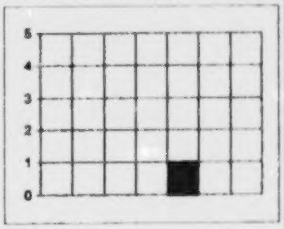
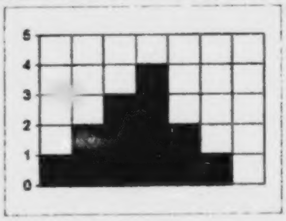
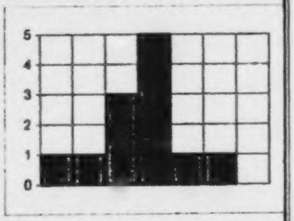
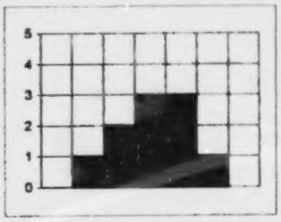
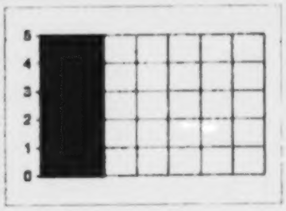
The content of in-service training is quite diverse in nature. After the Act on Vocational Qualifications came into force, training became more certificate-oriented than before.

Table 2 illustrates the scope of offered education according to the way of organising and the form of education and training.

The Table shows, for each line, the kind of institution in which education and training is offered and how it is organised. The Table is comparable by lines, not by columns. The scale from one to five does not illustrate absolute or percentage relations. Rather, it provides a rough picture of the scope of education and training by ways of organising education and training as well as by educational institutions.

For example, certificate-oriented general education is mostly offered in general upper secondary institutions for adults, in the form of self-motivated studies. To some extent, it is also offered in liberal education institutions and, in addition to self-motivated education and training, such education is, although less often, arranged as labour market or in-service training.

Table 2. The forms and methods of organising adult education depending on the extent of education and training

CERTIFICATE-ORIENTED EDUCATION	SELF-MOTIVATED TRAINING	LABOUR MARKET TRAINING	IN-SERVICE TRAINING
General education			
Basic vocational training			
Additional vocational training			
Certificate-oriented education offered by higher education institutions			

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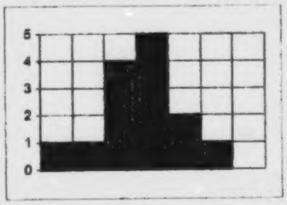
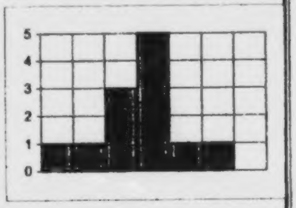
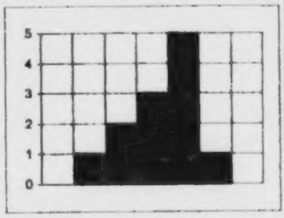
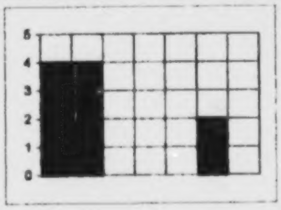
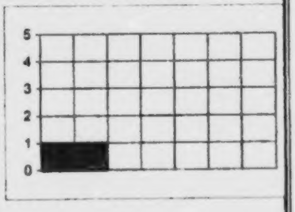
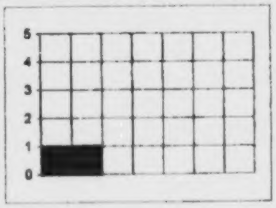
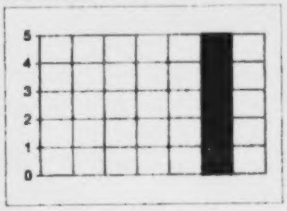
NON-CERTIFICATE-ORIENTED EDUCATION	SELF-MOTIVATED TRAINING	LABOUR MARKET TRAINING	IN-SERVICE TRAINING
Vocational upper secondary training			
Non-certificate-oriented education offered by higher education institutions			
Liberal education			

1. The height of the diagrams indicates the scope of organised education and training. Each diagram represents a group of educational institutions. The educational institutions from left to right include:

- universities
- polytechnics
- vocational institutions
- vocational adult education centres
- specialised vocational institutions
- liberal education institutions
- general upper secondary schools and lines for adults.

2. Education targeted at entrepreneurs or informal learning outside education organisations is not included.

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6.4.4. Education targeted at entrepreneurs

Continuing and further education on business management is administered by the Ministry of Trade and Industry and arranged for entrepreneurs and the management and key personnel of SMEs. Education and training is also arranged for those planning to establish a company. The education comprises courses, varies in duration and is consultative in nature. SME development education is also offered in the form of labour market training in co-operation with the labour administration.

6.4.5. Learning outside the formal adult education system

Vocational and other education and training is not dependent on the participants' age. Anyone who is willing, and has the opportunity, can participate in education and training[5]. Although seeking education is age-neutral, often adult education is tailored to the needs of adults. Therefore, we speak of education specifically organised and planned for adults to differentiate it from education targeted mainly at young people.

Adults in education targeted at young people

Some adults participate in education targeted at young people. The majority of them study at universities and polytechnics. Approximately 51% of those aiming at a university degree are over 25, and the corresponding figure in polytechnics is 43%. The majority of these students are still on their original educational path.

Adult learning outside the education organisations

In Finland, intentional informal learning is a significant form of study. Approximately 20% of those aged 18 - 64 have gained additional knowledge by studying independently or with friends or colleagues outside regular education organisations. The data are from 1995 (Blomqvist et al. 1997, 22-23.).

Educational programming on radio and television

The Finnish Broadcasting Company YLE is obliged to offer educational programming.

In accordance with the Act on Yleisradio Oy (1994), one element in the public service of the Finnish Broadcasting Company YLE is the promotion of the educational objectives in programming and supporting citizens' studies. YLE is the largest producer of AV materials supporting learning. It has extensive adult education programming on television (400 hours per annum, in Finnish only) and on the radio

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[5] Some other factors, such as the former educational background, labour market situation (in labour market training with age limits) or employers' reluctance to provide education for their personnel, may prevent adults from participating in education and training.

(2,600 hours, of which 200 hours is in Swedish)[6]. The educational programming responds to the following educational needs:

- educational programming in liberal education for the general public (in Finnish on TV and the radio, in Swedish on the radio)
- language programming for the general public (in Finnish on TV and the radio, in Swedish on the radio)
- distance general upper secondary school (in Finnish on TV across the nation; on the radio regionally, and digitally on the Internet)
- open university (in Finnish on TV)
- citizen skills and hobby-related programming for the general public (in Finnish on TV)
- regional study radio (in Finnish)

Compared internationally, the extent, and especially the quality, of educational programming by YLE can be said to be amongst the best in Europe.

Measured by the number of viewers, the coverage of educational programming ranges from almost one per cent to a good four percent.

Today virtual learning environments complement the educational programming of YLE

YLE is also a significant producer of teaching content in virtual environments. Language programming is supplemented by virtual language schools which are real learning environments on the Internet. All programming services have related web pages. Besides information related to the programme, the pages offer background material similar to a database. The students of distance general upper secondary schools may listen to radio programmes over the Internet and access the virtual learning environment which includes radio programming as modules within the courses. Besides TV and radio programming, opportunities for distance learning independent of time or place are offered for different target groups.

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[6] The official languages in Finland are Finnish and Swedish. 94% of the population speak Finnish as their mother tongue compared to 6% who speak Swedish. In addition, in some parts of Lapland the official language is Sámi.

Table 3. Hours of educational programming broadcast on television

Year	First broadcast	Re-run	All
1990-91			20
1993	114	135	249
1995	115	170	285
1997	95	230	325
1999	110	275	385

(Source: Opetusministeriö 2000b; Interim report of the working group on digital learning materials 22 May 2000)

New media and adult education

The utilisation of information and communication technology in teaching and study is part of the distance teaching tradition. The utilisation of information networks and multimedia and, consequently, the increase in the supply of virtual learning environments belongs to the fourth phase of distance learning. The first phase of distance learning began in Finland in 1908, when accountancy began to be taught as a correspondence course. The second phase consisted of teaching offered through the media, and the third the two-way interaction enabled by information technology and modern telecommunication technology (Matikainen & Manninen 2000, 15–18).

Several computer-based forms of learning and virtual learning environments have been introduced in Finland, but no single one of them is currently most prominent (see above). Better opportunities for using computers in libraries and the growing number of computers in homes facilitate the independent utilisation of Internet-based learning environments. Informal studies have been supported by establishing interactive learning environments and other learning opportunities on the Internet. Learning opportunities and learning materials have been gathered on the web pages of the National Board of Education at www.edu.fi (partially in English as well). Internetix (www.internetix.fi/english) is an example of an Internet-based learning environment also available in English.

Several surveys have been conducted to chart expectations and difficulties which adults have encountered in relation to virtual courses targeted at adult students. According to the survey, studies were promoted by the freedom to pick the time and place, the opportunity to fit the studies into one's life flexibly as well as the significance of the group in committing the students to virtual courses and as a social element. The difficulties related to time use, feelings of exclusion, forced discussion and the lack of netiquette were considered to hamper study (Matikainen & Manninen 2000, 191–196).

Besides virtual networks, digital television provides a new significant channel for distance studies. The National Board of Education and YLE have determined their field of co-operation to include TV and radio-based distance teaching services, virtual learning related to the former including digital learning materials. It is characteristic of co-projects that they

- support the central objectives of educational policies;
- are an integral part of the new educational services;
- have a distinct developmental character, and
- complement teaching and replace traditional forms of learning.

Distance general upper secondary school is an example of utilising different media.

An example of distance teaching utilising electronic media is the distance general upper secondary school project of the National Board of Education and YLE launched in 1997 and funded through EU's Structural Fund. The aim of the project is to develop, with the use of television and virtual networks, a suitable, flexible and open opportunity for adults to complete either separate courses or the whole general upper secondary school syllabus or to take entrepreneurial studies. A total of 85 general upper secondary schools throughout Finland provided distance studies, and there were 2,500 students in autumn 2000. About 100,000 people on average watched the TV programming related to the distance general upper secondary schools every week. In order to make recording easier, the series are also shown in their entirety at night time.

7. FINANCING OF ADULT EDUCATION

7.1. Overall financing of adult education in the 1990s

7.1.1.Adult education financed by the education administration

The education administration finances adult education through State subsidies, by purchasing education and training (abandoned during 2001), and through direct funding to universities.

The education administration allocates funds to primary and general upper secondary education, initial vocational education and polytechnic education in accordance with legislation on financing education and culture (635/1998). In these forms of education, financing is determined on the basis of calculatoryunit prices and the municipalities have a statutory obligation to participate in covering education expenses.

In accordance with the legislation on financing education and culture, State subsidies are also granted for the operating costs of education and training provided by specialised vocational institutions as well as for initial and additional vocational education and training organised in the form of apprenticeship training.

The State also allocates funds in the form of State subsidies for the basic tasks of liberal education institutions. State subsidies for the operating costs of liberal education are governed by the Act on Liberal Education (632/1998). Financing liberal education is not statutory for municipalities. The educational institutions receive as State subsidies 57% or 65% of the calculatory unit prices which constitute the basis for the State subsidies. The Council of State determines annually a 'performance ceiling' and State subsidies are not paid for exceeding costs. The performance ceiling serves as a steering mechanism of the quantitative supply of education which regulates the volume of education and training provided by folk high schools and other liberal education institutions.

The purchase of self-motivated additional vocational training is governed by legislation pertaining to the financing of additional vocational training (1138/1996). The basic idea is that the regional organisations of the education administration and the Education and Culture Departments of Provincial State Offices purchase education and training for the adult population on the basis of their expertise and in accordance with the guidelines on additional education and training issued by the Ministry of Education. Educational institutions offer their services to the Provincial State Offices and invoice them for costs. The State also finances the majority of costs accrued by additional vocational training although students and employers participate to some extent in the education and training expenses. This system was abandoned during 2001, see Section 5.6.

State subsidies for the operating costs of universities are directly allocated in the State Budget and divided between the universities.

Table 4. Statutory public funding of adult education as the responsibility of the education administration; FIM million

	1997	1998	1999	2000	2001
General education (general upper secondary school)					
State	101	102	109	120	130
Municipalities	77	77	82	90	98
Total	178	179	191	210	228
Initial vocational training					
Vocational institutional education (VIE)					
State	357	305	314	309	327
Municipalities	269	230	237	233	247
Total	626	535	551	542	574
Apprenticeship training (AT)	477	729	294	289	306
VIE and AT total	1,103	1,264	845	831	880
Additional vocational training					
Purchasing of vocational institutional education	1,057	939	666	501	406
Additional training organised as apprenticeship training	148	152	186	200	248
Polytechnics					
Adult education leading to a basic degree and professional courses					
State	127	197	243	293	351
Municipalities	96	149	184	221	265
Total	223	346	427	514	616
Open polytechnic		3	8	8	15
Universities					
Basic funding targeted at adult population	901	944	982	1,003	1,068
Open university	60	60	60	60	75
Lowering the prices for continuing education	15	15	15	15	14
Specialised vocational institutions	69	68	69	71	72
Liberal education					
Adult education centres	340	357	365	373	398
Folk high schools	379	385	260	265	268
Study centres	59	62	64	66	68
Summer universities	8	9	12	16	17
Physical education centres	93	109	78	79	81
Liberal education total	879	922	779	799	832
Public funding (State and municipalities); total	4,633	4,892	4,228	4,212	4,454
State subsidies	4,191	4,463	3,725	3,668	3,844

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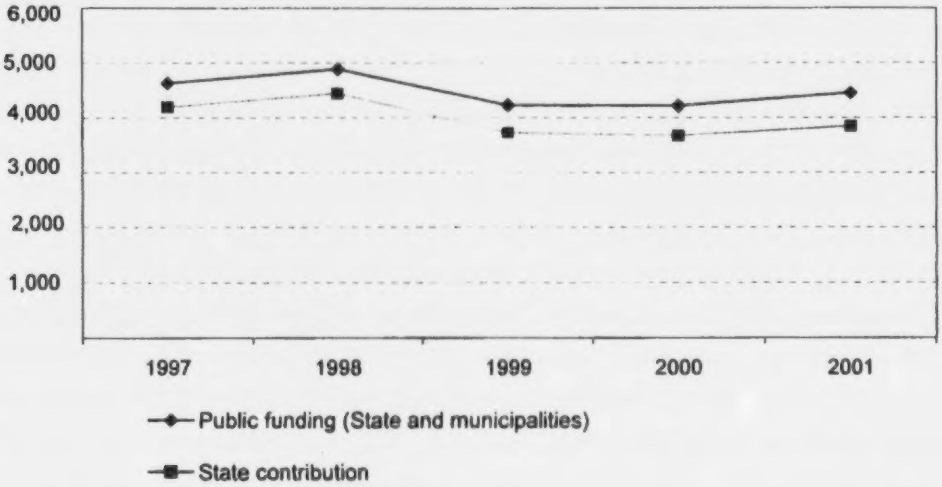
Figure 11. The development of funding of adult education through the education administration; FIM million



Non-statutory municipal funding, which is largely targeted at liberal education institutions, is not included in the Figure and the Table above.

The share of self-motivated adult education and training from the overall cost of the adult education arranged by the Ministry of Education is, depending on the calculation method, 13 – 16%.

7.1.2. Adult education financed by the labour administration

Table 5. Funds granted for purchase of labour market training for adults and financial aid for students 1991-2001 (training organised using domestic funding)

Year	Appropriation for purchasing training FIM million	Financial aid for students FIM million
1991	614	732
1992	764	1,209
1993	788	1,234
1994	837	1,051
1995	921	1,056
1996	1,082	1,195
1997	1,074	1,149
1998	958	974
1999	920	626
2000	867	652
2001	789	557

In addition to labour market training funded solely by domestic means, education and training within various European Social Fund (ESF) projects is provided in Finland in accordance with regulations governing labour market training. The amount of ESF-funded education and training is partially dependent on the annual schedule of the programme periods. In 1999, a total of 72,220 people participated in education and training which received domestic funding and 46,990 in ESF-funded programmes. In 1998, the corresponding figures stood at 76,560 and 34,600. The number of participants in ESF-funded education and training programmes in 2000 and 2001 is estimated to remain quite high at first but decrease slightly after that.

7.1.3. The supply of education and training provided and financed by Employment and Economic Development Centres

Currently, most of the education and training provided by industry departments of Employment and Economic Development Centres (T&E Centres) are education and development projects co-financed with the European Social Fund. The projects are mostly extensive 'umbrella' projects consisting of several subprojects. Education, training and consulting is tailored on the basis of the educational needs of each target group.

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In 1991-99, the number of expert service programmes totalled 9,000. Evaluation and development programmes for business ideas, better business management in companies, new targeting of corporate operations, and productivity analyses aiming at improving the efficiency of the company were among the most commonly implemented programmes.

A total of 320 ESF co-financed projects were implemented in 1995–1999 and the funds used stood at FIM 400 million. In addition, the amount of solely domestic funding accounted for FIM 60 million.

Approximately FIM 72 million, of which FIM 29 million was ESF co-financed, was used in the development services implemented by the Industrial Departments of the T&E Centres in 1999. This financing was used to arrange a total of 23,000 person training days. In all, 8,000 people took part in the training and development projects.

7.1.4. Financing of in-service training

The education and training costs in industrial enterprises averaged 4.6% of the paid wages in 1998, while employers in the private service industries used 2.8% of the total paid wages during the same period. These figures are based on the survey of educational needs carried out by the Confederation of Finnish Industry and Employers and the Employers' Confederation of Service Industries in Finland among their members.

The in-service training costs in the member companies of the Confederation of Finnish Industry and Employers which participated in the survey amounted to FIM 1.2 billion compared to FIM 1.02 billion in the Employers' Confederation of Service Industries. The figure for the Confederation of Finnish Industry and Employers contains the wages paid during training, which amount to 44% of the overall costs. The wages paid by the member companies of the Employers' Confederation of Service Industries are not included in the educational costs.

If the result is generalised according to the total number of members in these employers' organisations, it means that employers in industry used FIM 2.7 billion on in-service training, and employers in the private service industries FIM 2.3 billion in 1998, totalling FIM 5 billion that year.

According to the companies which answered the survey conducted by the Confederation of Finnish Industry and Employers, the State support for the costs of in-service training was 6.7% of the overall costs in 1998. According to the respondents, the forms of support ranged from the EU's support for educational projects, support for an educational institution maintained by the company, jointly purchased training, training compensation for apprenticeship training, education and training supported by municipalities to employment subsidy. 22% of the companies who took part in the training survey conducted by the Employers' Confederation of Service Industries received external funding. This was mainly ESF-funding for apprenticeship training and training related to structural change.

In the light of the various surveys conducted by the Confederation of Finnish Industry and Employers during the 1990s, the percentage of wages used for in-service training and the amount of costs have steadily increased. During the recession, in 1993 the percentage stood at 2.3. It is estimated it will increase to 5.3 by 2002, by which time education and training costs in industry are estimated to be almost FIM 3.5 billion. As regards the Employers' Confederation of Service Industries, the corresponding figures in the development in the 1990s and the future estimate are unavailable.

8. MAJOR PLAYERS IN ADULT EDUCATION

8.1. Education administration

Ministry of Education

The Ministry of Education has the overall responsibility for education policy and self-motivated adult education. The Ministry of Education has a Division for Adult Education and Training, whose tasks include formulating the entire national adult education policy together with other divisions. The Ministry is responsible for the division of work in the adult education sector, finances, operating licences and legislation as well as the structure of vocational education and qualifications. It negotiates annually concerning the appropriations available for adult education policy issues and allocates the resources.

The Ministry of Education has overall responsibility for educational policy and self-motivated adult education.

The Ministry and its Division for Adult Education and Training have an important role in implementing the Government's adult education policies. Every five years the Government defines future education policy strategy in the Education and Research Development Plan. The Plan addresses education policy by sectors, one of which is adult education. The Division for Adult Education and Training and key co-operation partners prepare the implementation of the policies within the framework of available resources and the education and training steering system.

The Ministry's actions are governed by the Education and Research Development Plan adopted by the Government every five years.

The other seminal document governing the activities of the Ministry is the Economic and Action Plan approved by the Minister of Education and Science. The plan aims at providing information for implementing and monitoring the financial policy of the Government, and ensuring that the policies issued by the Government are taken into account in the internal steering of the administrative sector of the Ministry. The plan includes sector-specific expenditure calculations, which are utilised in preparing the expenditure framework decisions for the following years. In addition, it includes definitions of education policy by the Ministry of Education, which are in line with the objectives of the Education and Research Development Plan.

The other seminal document governing the activities is the Economic and Action Plan.

The Ministry's steering instruments for adult education vary according to the form of education. A central instrument for targeting and regulating the volume of adult education is financing. With regard to forms of education financed through the State subsidy system, the Ministry of Education decides on the State subsidies. Furthermore, in models based on target agreements (e.g. polytechnics) the Ministry negotiates on the performance targets with the education provider. Annual maximum limits for performance targets are defined by the Council of State in connection with the State budget proposal.

Financing is a central instrument for steering adult education.

The basic funding of the universities is agreed upon in the performance negotiations between the Ministry of Education and the universities.

In purchasing education (additional vocational training), the Ministry negotiates annually concerning funds allocated for the purpose in the State budget proposal with the purchasing authorities (the Education and Culture Departments of Provincial State Offices) with regard to the appropriations required for regional educational needs. Based on its discretion and the negotiations, the Ministry allocates resources in the target agreement to each province, and which are then used by the Provincial State Offices to purchase additional training. The Ministry also influences the content and target group of the training to be purchased. The education administration later ceased to purchased education and training

In Finland, Parliament enacts the laws pertaining to education and the Government issues decrees supplementing them. The Government can also issue policy decisions pertaining to education. The Division for Adult Education and Training plays a key role as an expert in preparing legislation.

The Ministry's basic tasks also include distributing Government subsidies and granting operating licences to provide education. The Ministry ensures that there are enough statistics and other information and research on adult education for evaluating and developing adult education policy.

Adult Education Council

The Adult Education Council is a Ministry of Education expert body appointed by the Council of State for periods of three years. The term of the present Council is 1 April 2000–31 March 2003.

According to a government resolution, the Adult Education Council should:

- submit motions and proposals to authorities and other bodies on the development of adult education;
- follow the domestic and international development of adult education;
- follow research on adult education; and
- perform other tasks assigned by the Ministry of Education.

The sphere of the Adult Education Council encompasses all adult education organisations receiving public funding.

To achieve its objectives, the Adult Education Council employs various methods ranging from background reports to publishing contentions and memoranda.

National Board of Education

The National Board of Education is an expert body operating under the Ministry of Education.

The National Board of Education is an expert body operating under the Ministry of Education. The operations of the National Board of Education are governed by an act (182) and a decree (183) of 1991. The tasks of the National Board of Education include:

- responsibility for the development of education within its administrative domain;
- promotion of the cost-effectiveness of education;
- monitoring the organisation of education; and
- performing the tasks specifically assigned to it as well as assignments from the Ministry of Education.

Matters pertaining to adult education are handled by the National Board of Education's Adult Education Division.

Regional administration, the Education and Culture Departments of Provincial State Offices

The Education and Culture Departments of Provincial State Offices constitute the regional organisation of the Ministry of Education.

The Education and Culture Departments of Provincial State Offices function as the regional organisation of the Ministry of Education. The most important task of the Provincial State Offices, from the point of view of adult education, has been to handle the purchase and co-ordination of additional vocational training. In future, the Provincial State Offices will grant State subsidies to additional vocational training and promote the co-operation of educational institutions and foster quality in education and training. In addition, the Provincial State Offices will assess what kind of education and training supply would respond to the regional educational needs.

8.2. Labour administration

The three organisational levels of labour administration each have a relatively clearly defined sphere of activity in labour market training for adults.

The Ministry of Labour

The Ministry of Labour's tasks include first of all defining the total amount of education and training to be purchased and negotiating for the appropriations required when the State budget proposal is being prepared. Furthermore, the Ministry of Labour gives general guidelines for targeting education and training. The guidelines are based on information and estimates on the development of the labour market. However, these guidelines are rather general in nature, because the labour market and its development varies greatly from region to region within Finland. The Ministry submits a proposal on the regional distribution of appropriations of education and training to the Council of State. The proposal is partly based on criteria determined by the Ministry and partly on negotiations between the Ministry and the Employment and Economic Development Centres. The tasks of the Ministry further include developing and maintaining a national monitoring system for training and education.

Employment and Economic Development Centres (T&E Centres)

The T&E Centres house the combined regional units of the Ministry of Trade and Industry, the Ministry of Labour and the Ministry of Agriculture and Forestry. The labour market departments of the T&E Centres have a crucial role in implementing labour market training for adults. Each year, the labour market departments draw up an education and training purchase plan, which is based on the general guidelines given by the Ministry, the development of the regional labour market, information collected from the employment offices in the region and various predictions. The plan is usually made for one calendar year at a time. After receiving advance information from the Ministry on the proposed allocation of appropriations, the labour market departments invite tenders for organising education and training in accordance with the plan from providers of education and training. On the basis of the tenders and possible negotiations, the labour market departments decide on purchasing education and sign the necessary contracts. The T&E Centres are legally responsible for ensuring that the contracts and the processes associated with them conform to the legislation pertaining to purchasing. The labour market departments of the T&E Centres usually have a separate unit for purchasing labour market training for adults.

Employment offices

The main task of employment offices in implementing labour market training for adults is to participate in directing and selecting people for training. Legislation also provides employment offices with the right to purchase education with appropriations from the T&E Centres. Generally employment offices have purchased very little training and education. Approximately half of the applications for labour market training have led to training or studies in recent years. The activities of the employment offices in bringing prospective students and training together can be divided in three: 1) information services, which provide information to customers or direct them to seek information on available training and education themselves from, for instance, the labour administration information service, 2) advisory services, which seek different alternatives together with the customer, one of which can be labour market training, and 3) placing a person on a course by a unilateral decision on the part of the employment office.

8.3. The administrative domain of the Ministry of Trade and Industry

Training and development services for SMEs, which fall within the administrative domain of the Ministry of Trade and Industry, promote establishing, expanding and developing competitive SMEs so that the companies can operate and succeed in both domestic and international markets. Key instruments include advisory, training and consulting services for both new and established SMEs and commercialised expert services and regional development projects. The Ministry and the T&E Centres have their own clearly defined roles and tasks in providing these services.

The Ministry of Trade and Industry

The tasks of the Ministry include defining the strategy and areas of focus of the development services for SMEs. In addition, the Ministry negotiates the appropriations for the operations when the State budget proposal is being prepared. The Ministry also co-ordinates activities between the T&E Centres and advises the industry departments of the T&E Centres on the principles of implementing development services.

The industry departments of T&E Centres

The industry departments organise training and development services for SMEs. The industry departments draw up an action plan for development services, which defines the objectives and strategic focus of each T&E Centre's industry department on the basis of a framework defined by the Ministry.

The industry departments of the T&E Centres function as independent units and are responsible for their own development services. The T&E Centres organise training on the basis of competitive bidding either by inviting tenders or by public application for projects. The development services consist of either outsourced regional development projects for management and key personnel and other staff of SMEs, or projects produced by the T&E Centres themselves. The T&E Centres' own projects purchase the services designed for the above target groups from outside service providers. The projects are either tailored training projects for small target groups or business analysis and development programmes based on individual company consultation. The role of the industry departments is crucial in planning, implementing and monitoring training programmes and development projects produced by the T&E Centres themselves.

8.4. Social and health administration

Co-operation in education content and amount

The administrative domain of the Ministry of Education is responsible for implementing and financing basic education as well as specialist and further training and education in the social services and health care sector. The Ministry of Social Affairs and Health co-operates closely with the education administration and universities, polytechnics and other educational institutions in the sector in developing the contents of the education and training, in particular basic education. This is particularly true for education and training in the health care sector, because these professions and occupations (doctors, nurses, midwives etc.) are governed by strict laws, and the education and training for them must include the contents central and essential to the profession or occupation. The co-operation also encompasses voicing opinions and determining the student intake required in the sector, especially in youth level education.

Continuing education in the social services and health care sector

There was a statutory continuing education obligation in the social services and health care sector for approximately ten years up until the early 1990s. According to the obligation, persons working in the social services and health care sector were under obligation to participate in continuing education a minimum of every five years. This obligation was removed as a part of the State subsidy reform. The continuing education obligation for health care personnel was included in the law pertaining to health care personnel in 1994. According to this law (559/1994), health care personnel are obliged to maintain and develop professional skills required by working in the profession and acquaint themselves with the legal provisions and rules and regulations pertaining to their profession. Furthermore, according to the law, the employers of health care professionals must create prerequisites for the personnel to participate in the required professional continuing education.

The statutory continuing education obligation remained for occupational health care. Under Section 5 of the Occupational Health Care Act (743/1978), the employers of health care professionals in occupational health care are under obligation to ensure that the professionals participate in continuing education at least every five years, as instructed by the Ministry of Social Affairs and Health. This obligation also applies to health care professionals working independently in occupational health care. In practice, it is the Finnish Institute of Occupational Health, a central administrative board under the Ministry of Social Affairs and Health, and Regional Institutes of Occupational Health which handle the above-mentioned statutory continuing education.

8.5. Municipalities

The Association of Finnish Local and Regional Authorities – a central organisation for municipalities

Central organisations for municipalities have traditionally been very strong. Many laws have been enacted on their initiative, one reason being that the organisations have endeavoured to receive State subsidies for carrying out municipal duties. If the central organisations had not had such an important role in directing, advising and supporting municipalities in their duties, municipal self-government in Finland would be much more subordinate to the State government. In 1993, three central organisations for municipalities merged into the Association of Finnish Local and Regional Authorities. According to law, the Government has to hear the Association in preparing issues which concern municipal finances and administration, planning municipal economy, reconciling municipal and national economy, and dividing of costs between the State and the municipalities (Ryynänen 1999, 20-25).

The municipalities maintain schools, and with the introduction of new legislation in the 1990s, the municipalities have more power in organising training and education. Because of this, the Association of Finnish Local and Regional Authorities has become a significant player in education policy. The Association has focussed, in particular, on the cost liability incurred on the municipalities by education and training, as well as retaining and expanding municipal influence in education issues (Lampinen 1998, 158).

Municipalities as providers of adult education

According to the law, municipalities are obliged to provide compulsory basic education to children and young people living in the municipality. A municipality can organise the services independently or together with other municipalities, or purchase them from an education provider authorised by the Council of State to organise education, or from the State, in which case the State is the maintainer of basic education (628/1998).

Municipalities are obliged to provide basic education...

Municipalities have no statutory obligation to provide other education and training. Providing adult education is voluntary for the municipalities and their interest in providing education and training varies. Nevertheless, municipalities are the main maintainers of general upper secondary schools for adults, adult education centres, vocational adult education centres, vocational institutions and polytechnics. Municipalities also give significant financial support to summer universities (Opetushallitus 1999, 105).

... but not adult education.

Nevertheless, municipalities are willing to provide adult education and most of vocational adult education is given in educational institutions maintained by municipalities.

One reason for the willingness of municipalities to provide adult education is the municipalities' desire to participate in education decision-making and thus influence municipal education costs. Municipalities can participate in the decision-making and allocation of funds only by maintaining their own educational institutions or by being members of a joint municipal authority providing education. Another factor is the municipalities' desire to view adult vocational education as part of the basic educational services provided by a municipality; from pre-school to lifelong learning. A third factor is the industrial policy adopted by a municipality. Education services have become an increasingly important part of municipal industrial policy and its development. The fourth factor is associated with the population structure and geographical distances of municipalities. By producing extensive educational services, municipalities aim to prevent the migration of young people to large growth centres.

Municipalities and joint municipal authorities value vocational education and training quite highly. Joint municipal authorities believe that they provide education and training, which is well-known and highly valued locally. Individual municipalities are a little more sceptical, but vocational education and training is still valued quite highly. Almost all municipalities agree that vocational education and training is an important part of municipal activities. However, small municipalities feel that the activities of joint municipal authorities involved in vocational education do not support municipal trade and industry as much as could be the case (Johansson 1999, 7-24).

The majority of adult vocational education is given in vocational institutions, polytechnics and liberal education institutions, such as folk high schools, maintained by municipalities and joint municipal authorities. There are all in all approximately 100 municipal players, 67 of which are joint municipal authorities formed by two or more municipalities. Municipalities offer education and training in approximately 200 educational institutions (The State Budget 2001).

8.6. Financing of adult education as co-operation between central administration, regional organisations and municipalities

The main responsibility for statutory financing of self-motivated adult education and labour market training lies with State organisations. The State is the only statutory financier of tertiary education, additional vocational training and liberal education targeted at adults. Voluntary funding provided by municipalities plays a major role in the financing of the latter, although some municipalities are more willing to finance adult education than others.

The State as the sole statutory financier

As regards universities and liberal education, financing is directly allocated to the educational organisations from the State budget as costs. Universities receive approximately 70% of their funding from the State budget as operating costs. The rest is mainly covered from external sources designated to research, for example, from the Academy of Finland and private companies. Funding comes from abroad more often than before. Contracted services of the universities are also on the increase.

No definite figures are available on how liberal education institutions cover their costs. In addition to State subsidies (some 57%), municipalities and students themselves are significant financiers.

In self-motivated additional vocational training, the State directs to the main education and training providers[7] approximately 60% of the amount designated for this purpose from the State budget through State subsidies. 40% of the funds are targeted through subsidies at other additional vocational training providers. The State subsidies are granted by the regional bodies of the education administration, namely, Provincial State Offices. In practice, this system entails that self-motivated additional vocational training is financed on the basis of the decision of the Ministry of Education and, therefore, in line with the State subsidy system, it is not targeted at any specific education and training. Appropriations allocated to other education and training providers are granted for education and training sessions specifically defined.

The Employment and Economic Development Centres (T&E Centres) and, to a smaller extent, Employment Offices, act as regional organisations of labour administration in labour market training. They purchase education on the basis of general guidelines provided by the Ministry of Labour and the needs of the regional labour market. (see Section 8.2).

State and municipalities as statutory financiers

The State and municipalities together finance those forms of education and training where financing is based on legislation pertaining to financing education and culture (State subsidy). These forms include general education, initial vocational education and polytechnic education. The basic principle of the State subsidy system is as follows:

- The 'Calculatory unit price' is determined for each form of education. The prices are based on the realised costs accrued from education over the previous years. Calculatory unit prices are graded on the basis of education or training offered..
- The basis for the State subsidy is determined for each municipality. The basis is calculated by combining the number of students and the income from the calculatory unit price.

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[7] The main organisers comprise vocational adult education centres, specialised vocational institutions, and vocational institutions.

- The State pays the difference which is calculated by reducing the amount of funding paid by the municipality from the basic State subsidy.

- The financing share of the municipality is calculated by combining overall costs based on national calculatory unit prices, dividing the sum by Finland's population and multiplying it by the number of residents in the municipality. The financial responsibility of the municipality comprises 43% of the sum received. The financial share calculated per each resident is equally high in all municipalities.

- The State allocates funding directly to the educational institutions.

Table 6. Financing system of adult education

	The financing share of the State from calculatory operation costs	Besides the State, education and training is financed by	Municipal financing; statutory (yes) non-statutory (no)	The main financial basis	Decision on targeting of financing
General education	57%	- Municipalities - during subject studies, students	Yes	State subsidy system	Ministry of Education as the State subsidy authority
Initial vocational education	57%	- Municipalities	Yes	State subsidy system	Ministry of Education as the State subsidy authority, there is a maximum number of students on the basis of educational task by the institution
Additional Vocational education	100%	- Students - Employees	No	State subsidy and appropriation	Ministry of Education as the State subsidy authority, Provincial State Offices allocate appropriations
Polytechnics	57%	- Municipalities - Students in open polytechnics and in short professional courses	Yes	State subsidy	Ministry of Education as the State subsidy authority, the scope of operations is determined by target agreements
Universities	100%	- In open universities and continuing education student fees - Much external funding	No	Direct State funding to universities	Target agreements of the Ministry of Education and universities
Liberal education	57%	- Municipalities - Students	No	State subsidy system	Ministry of Education as State subsidy authority, decides on the amounts
Labour market training	100%	- Employers in joint purchases	No	Customer-producer model	T&E Centres purchase education and training in accordance with the general guidelines for T&E Centres

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8.7. Labour market organisations

Social partners in planning and administering education

Labour market organisations are active players in adult education matters.

Education issues have been addressed in connection with labour market agreements. In addition to agreements by the parties (e.g. education and training agreements), the labour market agreements have also included general education reforms. Worth a mention are the extensive system of labour market training established in the early 1970s, the act on study leave (1978), creating and developing financial aid for adult students (1986 and 1989) and financial aid for studies attached to the alternation leave system(1995).

Following the tripartite model, social partners participate in committees on education and training and examination boards appointed by the Ministry of Education and the National Board of Education.

Sector-specific committees on education and training are tripartite bodies, whose task is to follow vocational and professional education and training in the sector at all levels, to participate in preparing curricula and submit proposals and initiatives for developing education.

Examination boards are responsible for organising and monitoring vocational qualifications for adults as well as directing and steering activities aiming at qualifications. Two thirds of the members of the committees are appointed by labour market organisations in the sector.

Social partners also participate in the administration of vocational institutions

There are also representatives of social partners in the administration of vocational institutions. They are selected by municipalities and other maintainers of educational institutions. Social partners have two members on the seven-member Board of the National Board of Education. In addition, social partners usually participate in preparatory bodies set up by the education administration, which work with developing vocational education and training as well as legislation pertaining to it.

Social partners help finance various aid systems by being the other participant in the administration of the Education and Redundancy Payment Fund. The Fund pays adult training supplement financed by employers and employees for the period of study. People who have become unemployed through no fault of their own and who have trouble finding employment qualify for this aid. The aid is also paid to those over 30 years old who leave work for vocational education and training. The Fund also supports those who participate in studies during their alternation leave (see Section 9.2.2.) as well as those who pursue further vocational qualifications.

The unemployed participating in labour market training have also been eligible for a training allowance during the study period from unemployment insurance maintained by the social partners (1985).

Legal obligations

The Contracts of Employment Act places an obligation on the employer to provide education and training in such cases where additional education and training will prevent the termination of employment or temporary dismissal, or the employee can be assigned new tasks within the company or part-time employees can be offered full-time employment. The education and training opportunities are discussed together with the representatives of the employees.

According to the Co-operation Within Undertakings Act, companies which regularly employ a minimum of 30 people should have a personnel and training plan to be approved annually. Representatives of the employees participate in drawing up the training plan. The training should take into account the needs of different personnel groups, gender equality and promoting co-operation procedures at the company level.

Social partners as providers of education and training

Trade unions and professional organisations have their own adult education centres and organisations of liberal education, which provide education and training required by representing employees and co-operation. Employers are obliged to provide those chosen as employee representatives, or those responsible for health and safety at work, with time off work, compensation for loss of income incurred by education and training, and usually part of the maintenance during the training period (meals).

Employers' organisations train their member companies' personnel in matters connected with labour legislation and collective labour contracts. Training in managerial skills is given in the *Johtamistaidon Opisto* (Finnish Employers' Management Development Institute) maintained by employers' organisations.

8.8. Lobby organisations and liberal education organisations

In Finland, the governing bodies of educational institutions and different forms of educational institutions have many different organisations and associations of their own. Their tasks include safeguarding the financial and other interests of educational institutions, improving teaching in the represented educational institutions and promoting them among students, and furthering the general ideals of learning and education. These organisations are active participants in developing adult education and have a voice in decision-making on education and training issues.

8.9. Educational institutions

There are over a thousand educational institutions supported by the education administration which can organise education and training targeted specifically to adults.

Table 7. Number of education organisations in the domain of education administration, which can organise education and training targeted at adults.

General education	143
General upper secondary schools for adults, adult education lines	54
Music institutions	89
Liberal education	410
Adult education centres	274
Folk high schools	91
Study centres	11
Physical education centres	14
Summer universities	20
Vocational upper secondary education and training	489
Vocational institutions	382*
Vocational adult education centres and national specialised institutions	45+8
Specialised vocational institutions	54
Higher education institutions	49
Polytechnics	29
Universities	20
Total	1091

* There are approximately 200 maintainers of vocational institutions.

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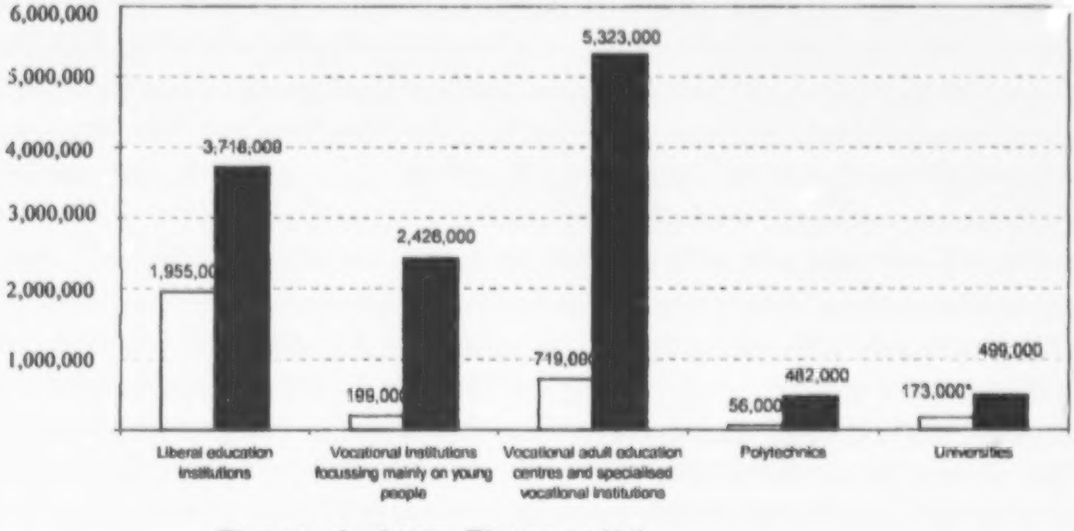
Participation in adult education by the kind of educational institution in 1998 is shown in Figure 12. The proportions are not wholly comparable, because participation is measured by instances of participation, which is not the same as number of participants. Instances of participation tell how many times students have participated in the form of education or training under review[8]. In other words, the indicator adds together all registrations to the education and training or course irrespective of how many actual people are among those registering . Therefore, the number of instances of participation is almost without exception higher than the number of people who participated in education or training in the same period. In long-term vocational training, it is rare that a person participates in several training programmes simultaneously, whereas it is common in liberal education, in particular in adult education centres. To increase the comparability, the number of lessons provided by each type of educational institution is given alongside the number of instances of participation.

Instances of participation in adult education reach three million and the total number of lessons 12.5 million.

All in all, instances of participation in adult education in Finland surpass the three million mark annually and the number of lessons is nearly 12.5 million.

Figure 12. Instances of participation in adult education in Finland in 1998 and number of lessons provided



Source: Statistics Finland

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[8] Instance of participation is the same as, for instance, gross participation in open university instruction used in the KOTA university database; that is, the number of times participating in a course or training.

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The number for liberal education institutions include general upper secondary schools for adults and adult education lines in normal upper secondary schools as well as music institutions

* The instances of participation of universities include only open university teaching organised by the universities themselves.

Liberal education institutions score most instances of participation, vocational institutions most lessons provided.

Liberal education institutions score by far the highest number of instances of participation in adult education, while, by the number of lessons provided, vocational institutions, especially adult education centres and specialised institutions, organise the most education and training targeted at adults.

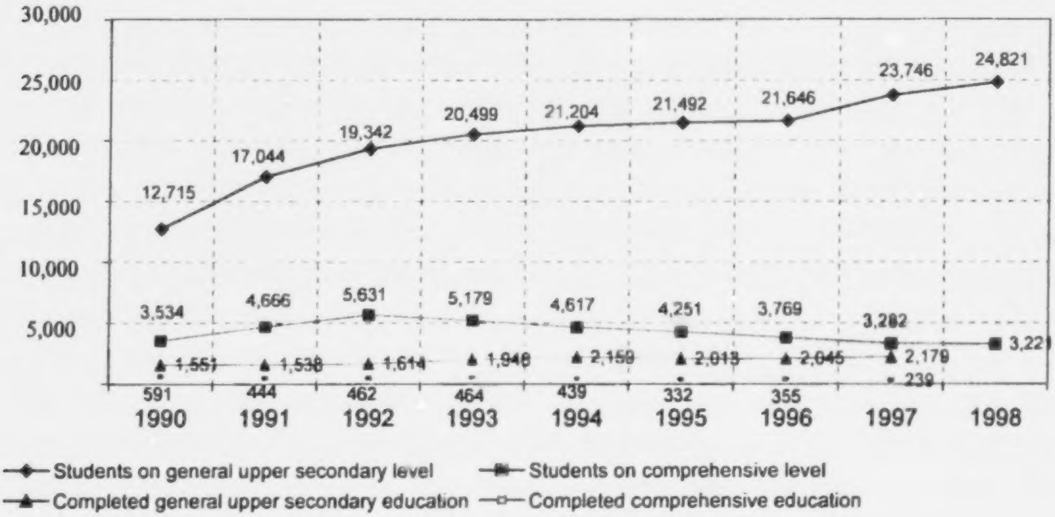
Vocational institutions organise mainly vocational upper secondary education and institutions of higher education (polytechnics and universities) tertiary education. Liberal education institutions organise mainly non-certificate-oriented and recreational education and training.

8.9.1. General upper secondary schools for adults and adult education lines

Approximately 25,000 people study in general upper secondary schools for adults annually

General upper secondary schools for adults are mainly municipal educational institutions, where adults can complete basic and general upper secondary education and take the matriculation examination. Students can also study individual school subjects as subject students. General upper secondary education providers require a licence to arrange education. The licence is granted by the Ministry of Education. A prerequisite for this is that the education and training is deemed necessary and that the applicant has the professional and financial competence to arrange education in an appropriate way. The licence may be granted to municipalities, joint municipal authorities, registered associations or foundations. The Council of State (the Ministry of Education, in practice) decides on the allocation of the time used for instruction in different subjects and subject groups, in other words, issues a decision on the allocation of classroom hours. The allocation of classroom hours is separately designed for general upper secondary education targeted at adults and the young. The National Board of Education decides on the national core curriculum.

Figure 13. Number of students in basic and general upper secondary education for adults and completed studies in 1990-1998



Source: Tilastokeskus, 1999

Information on completed comprehensive school and general upper secondary school studies are unavailable for 1998

8.9.2. Liberal education institutions

Liberal education institutions in Finland include adult education centres (and workers' institutes), folk high schools, study centres, physical education centres and summer universities. Liberal education institutions mainly provide non-certificate-oriented education and training aiming at self-improvement, but also vocational training.

Liberal education institutions also organise labour market training and in-service training paid for by private companies, as well as additional vocational training. As far as the educational institutions organise such training, funding is provided to the organiser according to applicable legislation.

Liberal education institutions receive State subsidies, on condition they have an operating license. The application process for a license includes the assessment of the education need and whether the applicant has enough vocational, professional and financial resources to maintain an educational institution. Liberal education institutions are largely autonomous in relation to the State, but they are also responsible for finding their own place in the educational field and developing their own operations.

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Adult education centres and workers' institutes

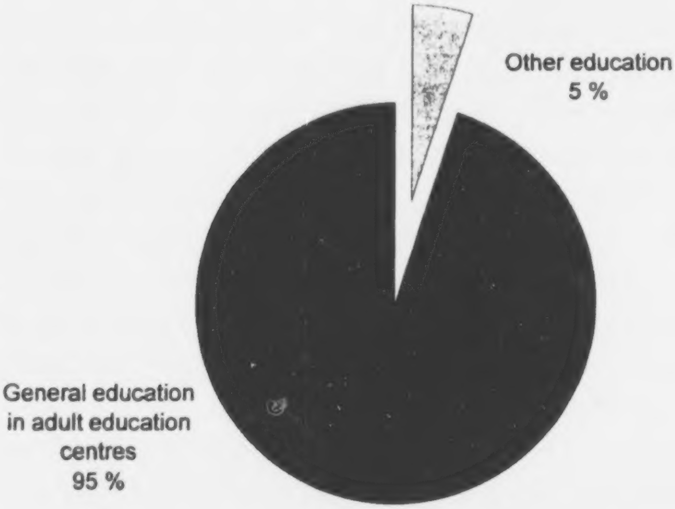
Adult education centres organise much non-formal education

Adult education centres and workers' institutes are usually maintained by municipalities and cater for the educational needs of adults in particular. Instruction is given mainly in the evenings, taking into account the needs of the target group. However, not all the students are adults and participants also include many young people. Many adult education centres have their own premises and equipment, but instruction is also given on other premises, for instance, in schools, which stand empty in the evenings. (Markkanen 1998, 53-55)

Measured by the number of students, adult education centres are quite significant providers of adult education. There were nearly 1.1 million instances of participation in 1998, which is the highest number of any type of educational institutions (Statistics Finland). The high number of instances of participation is partly explained by the nature of education in adult education centres; many students participate in several courses. Therefore, comparing the instances of participation of adult education centres and of long-term training in vocational institutions (in which people usually participate in only one programme at a time) does not give a wholly correct picture of the number of people participating in education and training.

Measured by instances of participation, the main activity of adult education centres is providing non-formal general education courses and training. The majority of all adult education centre students (over one million) participate in such education (Statistics Finland). Adult education centres also organise other training.

Figure 14. Percentages of instances of participation in adult education centres according to type of education in 1998



Source: Statistics Finland

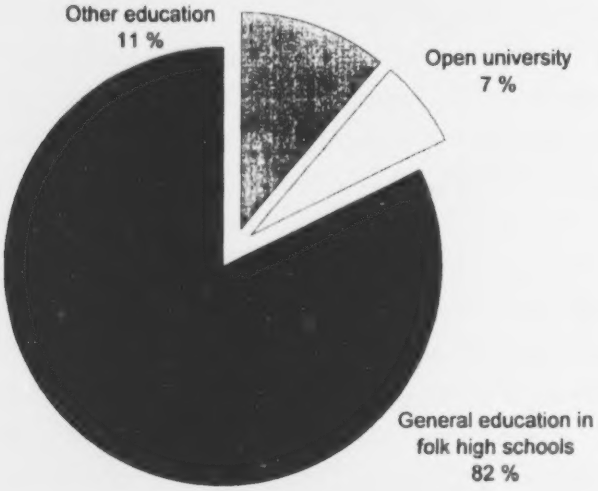
Folk high schools

Folk high schools are boarding schools serving the whole country, 43 of which have a Christian ideology and 11 are maintained by political movements, trade unions or non-governmental organisations. Approximately one third have no political or ideological background organisation. Folk high schools set their objectives themselves and they can receive government funding. Folk high schools organise year-long courses and courses of varying lengths.

Folk high schools are boarding schools, often with a political or religious ideology

Measured by instances of participation, folk high schools, like adult education centres, mainly provide self-motivated general studies, which do not lead to an official qualification (in 1998 nearly 110,000 instances of participation). Folk high schools also organise other education and training. Some of their additional vocational training, labour market training, other vocational training, courses commissioned by employers and apprenticeship training conforms to qualification structure and is certificate-oriented.

Figure 15. Percentages of instances of participation in folk high schools according to type of education in 1998



Source: Statistics Finland

Study centres

All study centres are national adult education institutions maintained by educational and cultural organisations, whose members include most political parties and trade unions, major non-governmental organisations and organisations for the young or elderly, organisations in the social sector and Christian organisations.

The main activities of study centres consist of evening and weekend courses of varying lengths, which are often designed in co-operation with non-governmental organisations, and autonomous study circles established by adults with a common interest. Education and training provided by study centres was participated in a total of over 300,000 times in 1998 (Statistics Finland).

Study centres also organise education and training which supports the activities of non-governmental organisations and even some additional vocational training, labour market training and in-service training commissioned by employers.

Physical education centres

Physical education centres are boarding schools, which organise education and training in physical education. In addition to non-certificate-oriented general education, physical education centres organise a great deal of in-service training commissioned by employers, in relation to their size in the field of adult education. Education and training provided by physical education centres was participated in a total of over 100,000 times in 1998 (Statistics Finland).

Summer universities

Despite their name, summer universities are not universities. They are maintained by regional associations and Regional Councils. Summer universities organise quite a lot of open university instruction and vocational continuing education. Summer universities have light administrative structures and they operate flexibly, utilising the premises of other educational institutions. Education and training provided by summer universities was participated in a total of approximately 80,000 times in 1998 (Statistics Finland).

8.9.3. Vocational institutions

Vocational institutions are the primary providers of vocational upper secondary education and additional vocational education. As regards initial vocational education, the education provider needs a licence granted by the Ministry of Education. A prerequisite for licence is that the education is deemed necessary and that the applicant has the professional and financial competence to provide the education in an appropriate way. In the licence, the Ministry defines the educational task of the education provider which contains regulations on the level of education, fields of education and qualifications/degrees.

With regard to additional vocational education, the Ministry of Education grants a licence to provide education leading to further vocational qualification or specialist vocational education or to provide additional vocational education. Unlike initial vocational education, different fields of education are not specified in the licence.

Vocational institutions focussing primarily on training for the young

Vocational institutions are maintained by a municipality, a joint municipal authority, the State or a private enterprise. As far as initial qualifications are concerned, they are the most significant providers of vocational upper secondary education. Vocational institutions form the basic network of vocational training. Most of the students in vocational institutions are young.

Most of the students in vocational institutions have completed comprehensive school, but there are also courses for those who have completed general upper secondary school or the matriculation examination (Jamila 1998, 21).

In addition to training for the young, vocational institutions organise adult education in the form of initial vocational training or additional vocational training. Adult education and training provided by vocational institutions was participated in a total of approximately 141,000 times in 1998.

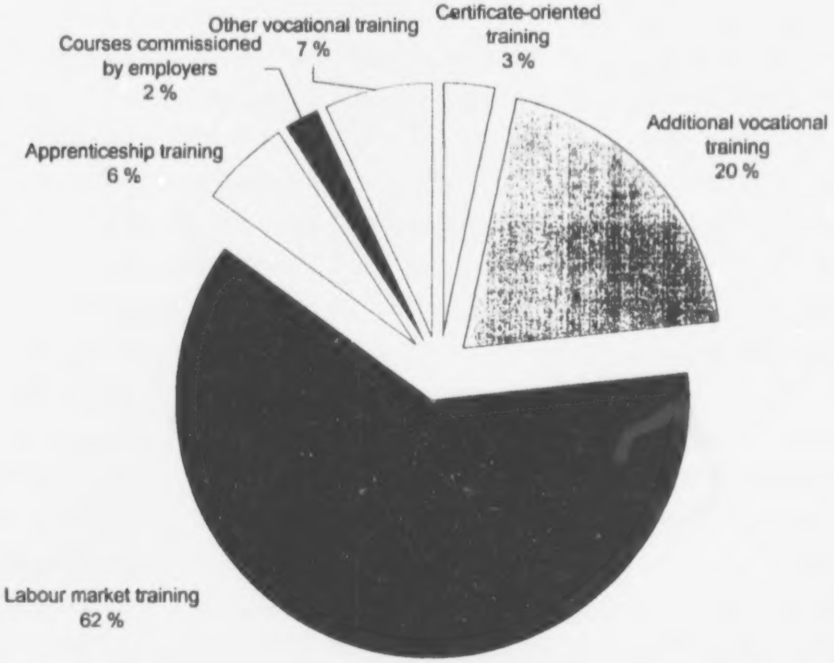
Vocational adult education centres

Vocational adult education centres are a major provider of adult education.

In the early 1990s, vocational education centres, which specialised in training for the unemployed, were changed into vocational adult education centres, which now number 45. The change of name also implied expanding the operations beyond labour market training into self-motivated and in-service training. The scope of vocational adult education centres comprises all education and training sectors (Kulmala 1999, 15 & Leskinen et al. 1997, 229). Maintaining vocational adult education centres might be based on a limited company or a foundation, as well as a municipality or joint municipal authority.

Vocational adult education centres finance their operation costs through many different sources. The State subsidy system finances part of the operating costs of initial vocational training, but the majority of the income comes from selling education and training in accordance with the customer-producer model. Measured by lessons, the largest purchaser is the labour administration, which buys labour market training from the vocational adult education centres. Next come the Provincial State Offices, which purchase self-motivated additional vocational training.

Figure 16. Share of lessons provided by vocational adult education centres according to type of education and training



Source: Statistics Finland

In addition to education and training leading to qualifications, some others of the above forms of education and training are also certificate-oriented.

Vocational adult education centres are an important provider of adult vocational training in Finland. They organise over 40% of all self-motivated additional vocational education as measured by instances of training (Opetusministeriö 2000a) and nearly 60% of labour market training as measured by student working days (Ministry of Labour 2000).

Vocational adult education centres scored nearly 200,000 instances of participation in 1998 (Statistics Finland).

Specialised vocational institutions

Operating beside vocational institutions, there are 54 specialised vocational institutions maintained by the business community. Most of the education and training provided by them is meant as further and continuing education for those already in the working life, but there is also some instruction which resembles initial vocational education. The educational institutions are subject to public supervision and receive State subsidies. In addition, some banks and other companies have their own education and training centres, which focus on the in-service training of their own personnel. These education centres are not subject to public supervision and do not receive State subsidies.

Specialised vocational institutions are also major providers of education and training. However, education and training provided by them is usually more short-term than that provided by vocational adult education centres.

8.9.4. Institutions of higher education

Polytechnics

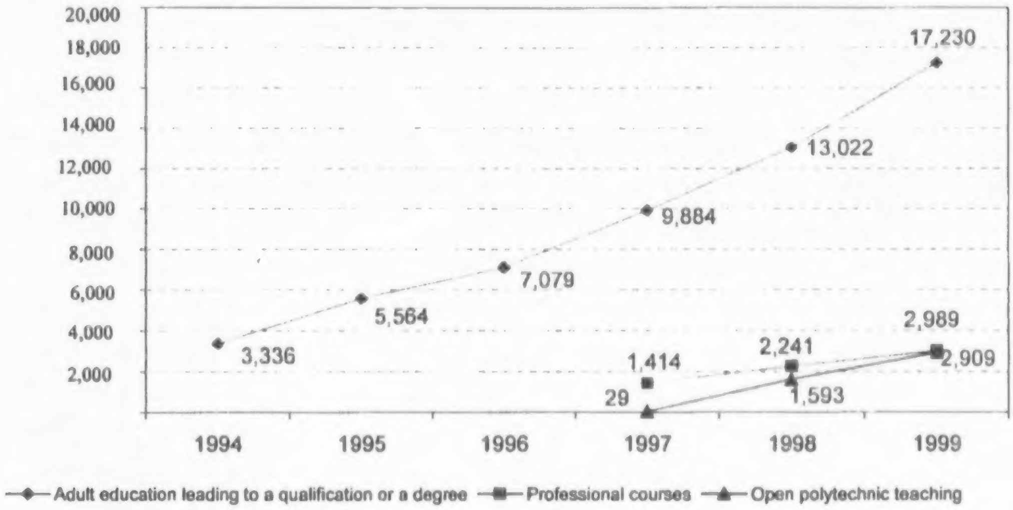
A dual system of institutions of higher education was introduced in Finland in the early 1990s. As an experiment, a network of polytechnics was established to complement the universities. At first the polytechnics were temporary but in the past ten years they all have gradually been established permanently. Polytechnics are mainly municipal and receive State subsidies for their basic and professional studies. Polytechnic studies leading to a degree aim at giving the students the necessary knowledge and skills to succeed in working life.

Adult education is one of the basic tasks of polytechnics.

Fairly soon after their establishment, the polytechnics adopted adult education as one of their basic tasks. Today approximately one fifth of studies leading to a polytechnic degree is targeted at adult students. In addition to adult education leading to a degree, the polytechnics organise 20–40-credit professional studies targeted at adults and open polytechnic studies. Polytechnics are a fairly large organiser of additional vocational training and they also organise more short-term continuing education.

Figure 17 shows the number of students in polytechnic degree programmes for adult students and in professional studies and open polytechnic studies.

Figure 17. Participation in adult education and training in the polytechnics in 1994 - 1999



Source: Ministry of Education, AMKOTA database

Information on professional studies or open polytechnic studies is not available before 1997.

Adult education in the polytechnics is dominated by female students. Over 61% of participants in adult education and training leading to a polytechnic degree are women; in professional studies the corresponding figure is 67.5% and in open polytechnic studies 67.9%.

Many adults participate in the degree-oriented studies of institutions of higher education regardless of whether the education and training is targeted specifically at the young or adults (in universities this division cannot be made in regard to undergraduate degrees). In 1999, approximately 43% of the students in the polytechnic programmes targeted mainly at young people were over 25 years old. Most of them are probably still studying for their first professional degree, which they started when younger.

There are plans to introduce a new form of adult education in polytechnics, postgraduate polytechnic degrees. Polytechnic postgraduate degrees are markedly different from university postgraduate licentiate and doctorate degrees, as they are closer to working life, deepening and expanding the vocational and professional skills. These degrees are aimed at people with solid work experience and a basic polytechnic degree and they are organised in close co-operation with working life.

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Universities

There are 20 universities in Finland and they all offer adult education. The universities have autonomous administration and they decide independently on organising their teaching and research activities. Approximately 70% of the financing of universities comes directly from the State. However, the share of State financing of the total financing varies from one university to another.

Universities have continuing education centres, which organise education targeted at adults.

All universities have a continuing education centre providing additional and specialisation education, in particular to people holding an academic degree. Direct State funding is no longer directed to continuing education centres. Instead, they are expected to finance their operations mainly by selling education services. Education administration is a major purchaser of additional vocational training and labour administration of labour market training. Continuing education centres also sell in-service education services to companies and public corporations.

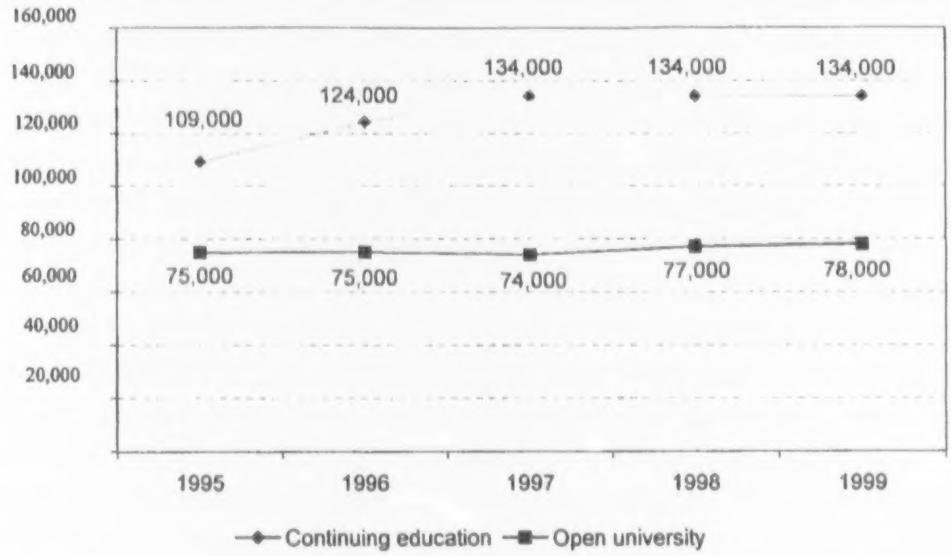
Open university is a path to university education that is open to all.

Universities also organise open university teaching, which has become well-established and extensive. Connected with open university, there is also third-age university teaching, which attracted approximately 7000 students in 1999 (KOTA database).

There is a high number of over 25 year olds studying for undergraduate university degrees. Strictly speaking, only continuing education and open university teaching are regarded as adult education provided by the universities. The definition is mostly administrative, because open university is a very popular form of study among young people. For example, approximately one third of the students in the open university of University of Turku in 2000 were under 26 years old (enrolment register of the open university of University of Turku).

Slightly under 76% of open university students were women in 1999. The universities organised 67% of the teaching themselves, other organisers include adult education centres and workers' institutes, summer universities and folk high schools.

Figure 18. Students in continuing education and in open universities in 1995-1999



Source: KOTA database

8.10. Private education

Private education services are marginal in Finland.

Commercial education services (companies, whose main line of business is providing education services) are marginal in Finland, compared to the mainstream of education.

In 1996, there were 1,274 companies in Finland, whose main line of business was education. 40% of them were driving schools, 11% language schools and 7% private music or art schools. The share of educational institutions providing vocational training was less than one percent. Companies in the education sector are small: nearly 90% of the companies have a maximum of four employees. Approximately 80% of the companies focus on adult education.

Private education companies have some co-operation with educational institutions under the education administration. Educational institutions may buy complete education and training courses from private companies.

(Tilastokeskus 1998.)

Due to the economic boom of the late 1990s and early 2000s, the share of private education services has probably increased.

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8.11. Teachers

Approximately 80,000 principals and members of the staff worked in central educational institutions in 1998 and 1999. The majority of them worked in the field of general education aimed at young people in comprehensive schools or in general upper secondary schools.

Table 8. The number of teaching staff by educational institution.

Group of educational institutions	Teaching staff
Comprehensive schools	41,600
General upper secondary schools	6,700
Vocational institutions	12,900
Vocational adult education centres	2,100
Polytechnics	7,500
Universities	7,300
Liberal education institutions[b]	1,700

Source: Tilastokeskus 2000, KOTA database, AMKOTA database, Juote 1999.

[a] Includes educational institutions whose teachers cannot be designated as either comprehensive school or general upper secondary school teachers since they teach in both. There are 28 such institutions, the number of pupils total 15,500 and teachers c. 1,300

[b] Liberal education institutions here include adult education centres, folk high schools, study centres, and summer universities. The number of teachers only includes full-time teachers and co-ordinators. The data on polytechnics, universities and liberal education is from 1999, others from 1998.

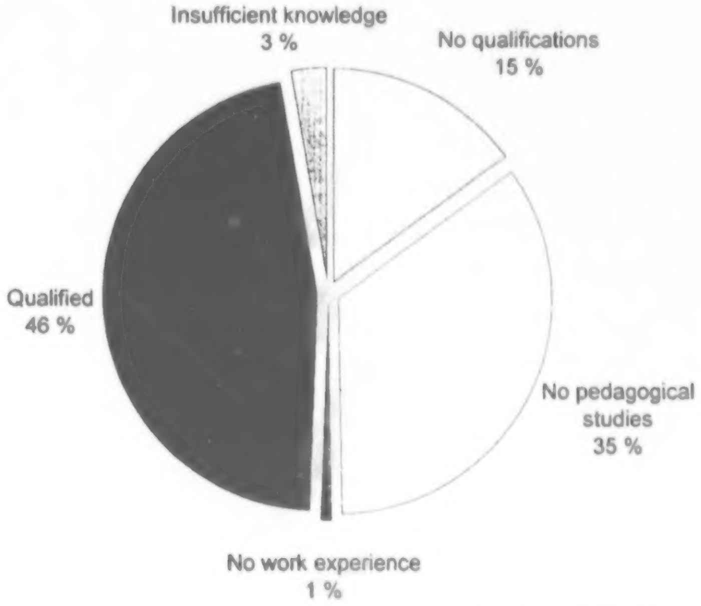
The table does not distinguish between education targeted at young people and adults. The majority of teachers – excluding teachers in adult education centres and liberal education – mostly teach young people.

8.11.1. Vocational education

In Finland, the qualification requirements for teachers in vocational institutions are twofold: a qualification and work experience. The present teacher qualifications from 1998 require teachers to have a higher education or a polytechnic degree . In certain fields, some other highest degree in the field may also be acceptable. In order to obtain qualifications, a teacher must complete pedagogical studies worth 35 credits and s/he must have a minimum of three years work experience in the profession s/he is teaching. The teacher qualification requirements are the same irrespective of whether the teacher teaches young people or adults. (Vaso & Vertanen 2000, 23.)

A study on teacher profiles in vocational adult education centres has been recently carried out (Vaso & Vertanen 2000). According to the study, some 50% of the teachers in adult education centres are not formally qualified. (see Figure 19).

Figure 19. Qualifications of teachers in vocational adult education centres.



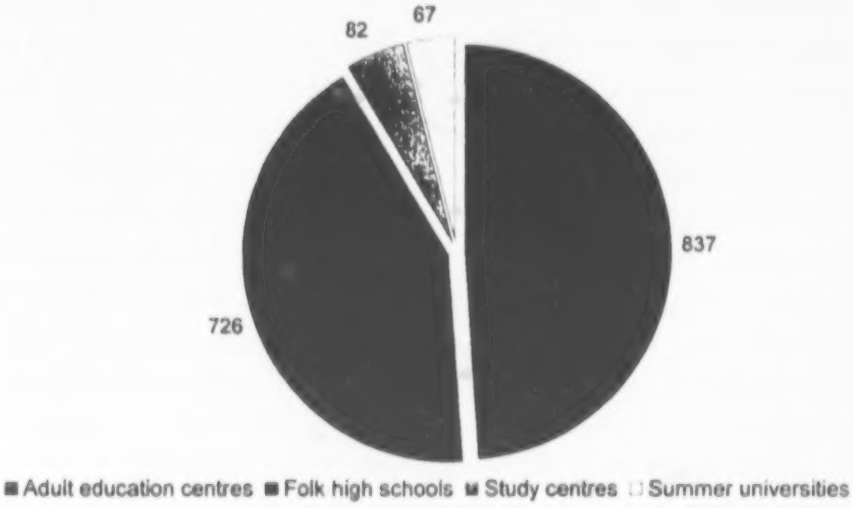
Source: Vaso & Vertanen 2000

It is possible to complete vocational teacher training studies as a full-time student or by reconciling studies with one's own teaching job. The qualifications in vocational teacher education can be obtained on the basis of competence-based examination. Open and distance learning has increased in popularity throughout the 1990s, and today two thirds of the teacher students complete their studies while they work in their teaching profession (ibid., 30.).

8.11.2. Liberal education

The number of teachers and co-ordinators in liberal education institutions[9] in 1999 was 1,700 full-time teachers and co-ordinators. Of these, approximately 93% had completed higher degrees (upper or lower degree from an institution of higher education or other related degree) while approximately 77% had a specific qualification (teacher education) (Juote 1999.) The Figure below illustrates the division of teachers by educational institution.

Figure 20. Teaching staff in liberal education



Source: Juote 1999

8.11.3. Higher education institutions

A suitable post-graduate degree, such as a Licentiate degree or Doctor's degree is required from Principal Lecturer in polytechnics, whereas lecturers must have a Master's degree. As for vocational teachers in general, the teachers in polytechnics, whose task mainly comprises arranging vocational courses, must have completed pedagogical studies in teacher education and a minimum of three years experience in the field taught (256/1995). The number of teachers in polytechnics in 1999 was 7,500 (AMKOTA database).

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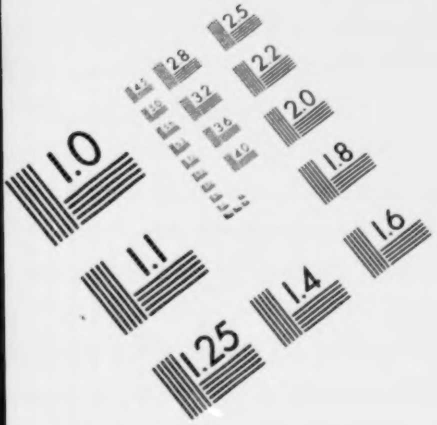
[9] Adult education centres, folk high schools, study centres and summer universities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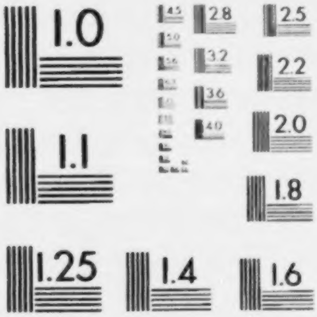
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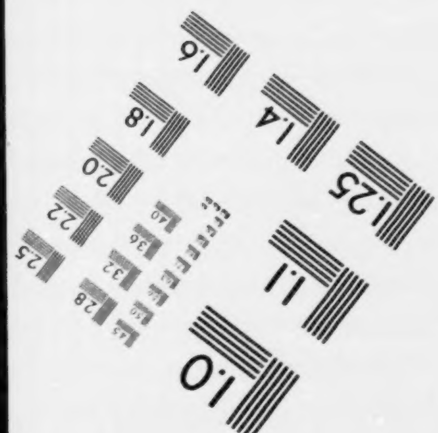
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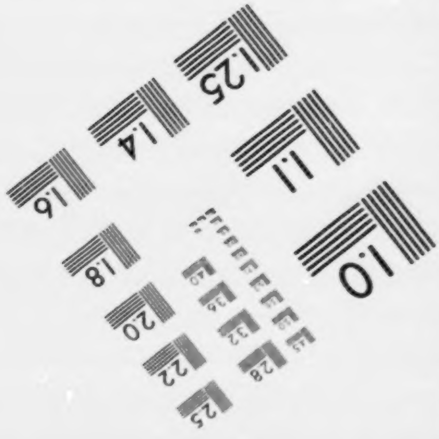
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Teaching staff in universities are principally required to have a Master's degree. Dependent on the title, requirements may include a Licentiate or Doctor's degree taken as a postgraduate degree and good teaching skills when it is deemed important for one's task In addition, practical experience in tasks may be required. (309/1993).

In 1999, the teaching staff comprised 7,255 of whom approximately 2,000 were professors (KOTA database).

8.12. The Finnish Broadcasting Company YLE

YLE is a public service broadcasting company, whose tasks include supporting the educational endeavours of citizens.

In accordance with the Act on Yleisradio Oy, which came into force on 1 January 1994, The Finnish Broadcasting Company YLE engages in educational programming, financed by television fees. The Act defines YLE as a public service broadcasting company and mentions several special tasks of public service broadcasting, including "supporting, creating and developing Finnish culture and making its fruits available to all", and "promoting the educational nature of programming" and "supporting the education endeavours of citizens". Public service tasks also include service to minorities and special groups, service to Finnish and Swedish speakers on equal grounds and service to other language groups when applicable (Act on Yleisradio Oy 1380/1993 and amendments 340/1995 and 746/1998).

Regular time-slots for educational programming for different age-groups and language groups are part of the obligations of public service broadcasting. In addition to this basic service, YLE's channels provide adult education programming targeted to a specific need. These programmes are project-like in nature. Initiating this kind of service is usually discussed with education administration, and in addition to YLE's own funds, they receive public financing.

Close co-operation networks with other players in the education sector is characteristic of all YLE educational programming. Today the co-operation in planning, production, marketing and distribution is project-based and very close between the co-operation partners providing joint education services. YLE's open university network encompasses nearly all of Finland's universities and even some polytechnics. YLE produces and broadcasts the programmes, other study materials are usually produced in co-operation, and open universities provide study counselling and give study credits and diplomas.

YLE's role in education will grow, when digital television is adopted in 2001.

YLE's role in the education sector will become more important in the near future, when the digital television network is adopted in autumn 2001. Quantitatively, the programming on offer will become two- or three-fold and, furthermore, high-tech digital television will provide an interactive channel of study.

9. PRESENT DISCOURSE AND RECENT GOAL SETTING IN ADULT EDUCATION AND TRAINING POLICIES

The 1990s was a decade characterised by measures which aimed at strengthening the educational attainment of Finns and improving their knowledge and skills in response to the changing needs of working life and free-time. Mass unemployment and its repercussions in the 1990s – social exclusion from central societal arenas being the most significant – permeated all levels of society leaving the adult population faced by diversified challenges. On the other hand, the rising average age of the population also presents new challenges to the adult education system. The introduction of new information and communications technology in most sectors of public life is by no means the least of them.

9.1. Lifelong learning gaining ground in the development principles of adult education

The principles of lifelong learning have had an impact on Finnish adult education policies.

In addition to social challenges, the principles of lifelong learning have had a strong impact on adult education and measures. In 1996, the Council of State formed a committee which set out to draw up a national strategy for lifelong learning.

The committee completed its work in early autumn 1997. The strategy was published under the name The Joy of Learning - A National Strategy for Lifelong Learning

(Opetusministeriö 1997). The committee emphasised the diversity of lifelong learning. Lifelong learning should be understood in a broad way to consist of the following issues:

- adequate prerequisites are provided for the learning careers of individuals, so that people will have a positive attitude towards intellectual, aesthetic, moral and social growth, thus enabling them to acquire the knowledge needed in the various situations during their lives;
- communities (working communities and NGOs) will organise their activities in order to promote learning;
- public authorities and interest groups who can influence learning will endeavour to promote people's learning at all stages of life and in all situations in accordance with the policy for the promotion of learning; and
- the content of learning supports the development of personality, consolidates democratic values, maintains social cohesion and promotes innovations and productivity.

The committee organised its presentation into six main sections:

- reinforcement of the foundations of learning;
- development of a broad spectrum of learning opportunities;
- public recognition of prior learning and experience;
- information and support for constructing learning paths;
- updating the skills of teachers and instructors; and
- a comprehensive policy for the promotion of learning.

The strategies for lifelong learning and international policies – especially those established by the OECD, EU, UNESCO and the Nordic Council of Ministers – have all influenced the development of Finnish adult education. Some programmes supporting lifelong learning were, however, either implemented or designed long before the theme became a leading topic in the international agenda. Reforms and programmes which bear links to the realisation of lifelong learning include the overall reform of educational legislation (see Section 9.2.2.), the individualisation of pedagogics in adult education (see Section 9.2.2), the development of competence-based qualifications (see Section 9.2.3.), intensified information dissemination (see Section 9.2.2.), and so forth. Together with the strategy outlines of the Committee for Lifelong Learning and international developments, reforms are increasingly seen as a whole and it is hoped that the combined effect will enhance the construction of individual educational paths for adults and create realistic prerequisites for making lifelong learning a concrete reality.

9.2. Challenges arising from the educational attainment of the population and changing working life

In international comparisons, the educational attainment of Finnish adults is fairly good. In the comparison launched by the OECD in 1998, 68% of Finns aged 25-64 had at least upper secondary qualifications while the average in the OECD countries was 61%. Nevertheless, the relative proportion (13%) of those who had completed tertiary-type A education [10] in the age group 25-64 was slightly lower than the OECD average (14%).

The educational attainment of Finnish adults is fairly good, but unevenly distributed in different age groups.

Rather large differences in the educational attainment of different age groups characterise, however, the educational attainment: 84% of young adults (age group 25-34) have at least upper secondary qualifications, whereas the corresponding figures for the age group 55-64 is 41%, and age group 45-54 62%. The differences in tertiary education are not so prominent. Only in the oldest age group (55-64) is the percentage of people with a tertiary degree (8%) significantly lower than in the whole adult population (OECD 2000a).

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[10] Including engineering diplomas completed in upper secondary institutions, and degrees of forestry engineer and captain.

The upper secondary educational opportunities for the oldest age group still in the labour market have been decisively smaller than for the younger age groups.

The strong growth in the provision of upper secondary education in the 1960s and 1970s is extremely clearly illustrated by the development of the educational structure of 15-year-olds from the 1950s to the present day.

Table 9. The structure of the educational level of the population (%) (over 15 yrs.) in accordance with the educational level 1950-1995

	1950[1] %	1960[1] %	1970 %	1980 %	1990 %	1995 %
Primary education (ISCED 1&2)	88	84	74	61	50	45
Secondary education (ISCED 3)	10	13	21	32	40	43
Tertiary education (ISCED 5&6)	2	3	5	7	10	12
Total	100	100	100	100	100	100

[1] Some of the data is based on an estimate

Source: Statistics Finland, Education in Finland

The difference in the educational level of different age groups brings challenges in the promotion of competence and skills, general education and skills among the entire population, the ageing population in particular.

One of the working life challenges is the fact that physical strain is being replaced by mental strain – a trend prevalent in all Western countries. Mental and cognitive tasks and knowledge are becoming increasingly emphasised in work tasks (Kinnunen 1994, 221-222). The strain provided by work and the skills required are also illustrated by the gradual increase in the number of white-collar workers in the

Mental work and increasing responsibility are emblematic of Finnish working life today.

overall occupational structure. Between 1987 and 1995, the share of white-collar workers of the employed wage earners rose from 55.1% to 60.5%, while the share of blue-collar workers shrank. The increasing number of white-collar workers affects different sectors in different ways. It is most pronounced among industrial wage earners where the number of employees fell over 30% in 1987-1995 (Parjanne 1999, 137-139).

Together with the changing labour market, the significance of knowledge and cognitive tasks as a productive factor increases, whereas the significance of physical tasks decreases. The structural change in working life is not only slow, but also develops according to its own laws and is, in several sectors and enterprises, a result of active change aiming at securing the competitiveness of enterprises and the national economy. When the responsibility for organising work is transferred to the person who does the job, the diversity of job-descriptions and the requirements for high commitment create pressure for those who once acquired clear-cut professional expertise, which is illustrated among the ageing work force in particular.

The changes in the working life have been described in the following way:

Table 10. Anticipated changes in working life

Before	In the future
Vocational education	Continuous education
One field for life	Several professions during work career
Permanent employment as a goal	Continuous mobility as a resource
Normal employment relationships	Atypical employment relationships
Crystallised work tasks	Diffuse work tasks
Task-specific competence	Organisation-specific competence
Salary according to the position or performance	Salary according to results or competence
Instrumental work orientation	High commitment to work
Humanisation by enriching work	Increase in responsiveness
Vertical mobility	Horizontal mobility
Fragmented work career a feature of peripheral work force	Fragmented careers 'normal'
Fixed retirement age	Flexible retirement

Source: Kasvio 1994, 21

9.2.1. Government goals

In many of its political programmes, the Government responds to the changes in working life and society in general with objectives concerning education and adult education in particular. In spring 1995, the first government of Prime Minister Paavo Lipponen set as its goal the raising of the whole nation's level of education in accordance with the principles of lifelong learning. The government aimed at securing the abilities of individuals, the society as well as industry and commerce to respond to change brought about by internationalisation and the increasing significance of information. A nation's ability to meet these challenges was essentially seen to be dependent on general education, specific skills and creativity.

The programme of the second government of Paavo Lipponen (1999) saw competence and the ability to employ competence together with the creation of new innovations as pivotal to the future of the whole nation. Education covering all walks of life has been the leading line in educational policies: "raising the competence and skills of the whole population of Finland will support Finland's development as a nation of educated people and enhance the country's competitiveness". The government programme emphasises equality in educational opportunities and everyone's right to education: "all are entitled to equal educational opportunities in accordance with the principles of lifelong learning, regardless of place of domicile, age, language or economic situation".

Raising the educational level and general education of the adult population was made concrete in the project document of the government from different perspectives. The present discourse focuses on:

- making the adult education system clearer and simplifying it so that the parts together form a coherent whole encouraging individuals to choose education;
- motivating the adult population and promoting the acquiring of the prerequisites for vocational education;
- reinforcing alternation leave, content of learning and rehabilitation, and promoting models of recycling work which enhance learning,
- increasing the information dissemination and guidance,
- promoting self-development during periods of unemployment; and
- supporting the participation of employees in education and training and facilitating the utilisation of competence acquired outside the formal school system in qualifications and studies.

The following section deals with the measures which the government has taken to raise the level of education in the adult population, to facilitate participation in education and to upgrade the competence of adults to make it compatible with the overall development of society.

9.2.2. Motivation of adults, promotion of prerequisites for acquiring education, improving information dissemination

Reinforcing the learning and rehabilitation content of alternation leave

Employment and educational policies have provided the basis for the creation of systems enabling alternation leave and sabbatical leave. The aim of enabling employees to be away from work for varying periods of time is, for example, to provide the unemployed and those at risk of social exclusion, an opportunity to gain work experience and maintain vocational skills, to offer employees a longer refreshment period without other obligations so that they are able to respond to the changes in working life and society in general, thus supporting their ability to cope and work motivation, and finally, to provide the labour force with an opportunity for self-motivated studies which upgrade their occupational and other skills.

Self-motivated adult studies are promoted by enabling adults to be away from work for a relatively long time.

Reinforcing the learning content of alternation leave was one of the goals of Finland's National Action Plan for Employment 1999, in accordance with the EU's Employment Guidelines and in the Government's "project portfolio"[11].

Alternation leave

The alternation leave project was launched in 1996 as part of the income policy agreement for the period 1996-1997. Since then, the project has been continued in connection with income policy agreements.

Planning and initiatives concerning the alternation leave go back a long way. As early as the mid-1980s, some researchers presented the idea of sabbatical leave, which could be financed by means of universal benefit. The idea was to divide work, reinforce citizen activities and reform work communities. One of the aims was to diminish the negative effect of mass unemployment of the 1990s – which even then the researchers forecasted - in individuals and community alike (Nätti et al. 1997, 1 - 2 & Julkunen & Nätti 1997, 161 – 162.).

The Sabbatical Leave Committee completed its work in 1999, and presented sabbatical leave as an instrument enabling adults to study and maintain working capacities. Sabbatical leave was, however, launched in the form of alternation leave in the throes of recession and mass unemployment in 1996 on the basis of the work of the Alternation Leave Working Group. The prerequisite was that the system was not to produce additional costs but that the leave would be implemented via reallocation of unemployment costs.

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[11] The government designs a project portfolio to make the objectives of its programme concrete and to present strategic issues, the implementation of which is supervised by the Prime Minister's Office. The project portfolio is updated every six months to correspond to the progress and goal setting of the projects.

The basic idea of alternation leave is a rotation model of work: the employee is on a leave from work ranging 90 to 359 days during which time a person who is registered as an unemployed job seeker in the employment office takes care of his or her tasks. The person on the alternation leave receives 70% of the daily unemployment benefit to which he or she would be entitled during unemployment.

The goals of alternation leave were:

- an opportunity to a longer free period which can be used in a desired way;
- an opportunity for an unemployed person, with the help of an employment contract determined for a fixed period of time, to maintain and develop professional skills and improve prospects of entering working life again; and
- an opportunity for the employer for flexible arrangements, and receiving new competence to the working communities (Julkunen & Nätti 1997, 163).

Although the functional content of alternation leave is regulated by the goals and endeavours of the person on leave, the goal-setting emphasised alternation leave as an opportunity for education and rehabilitation (Government Proposal 136/1995). Therefore, alternation leave can be regarded as a system facilitating participation in adult education.

Study leave

In Finland, the Study Leave Act enables employees to take part in full-time studies. The act aims at improving the opportunities for education and study of those in the working life. Since 1980, employees have had the opportunity to be on study leave to improve their training or skills so as to continue in the working life (273/1979). The granting of study leave requires that the employee has been in full-time employment with the same employer for a minimum of one year. The maximum duration for a study leave is two years during five years. If the above-mentioned employment relationship has lasted a minimum of three months, the maximum duration of study leave is five days. Study leave can be granted for studies taking place under avowed control, and on certain conditions, for trade union training or training targeted at agricultural entrepreneurs.

The employer is entitled to transfer the starting date of the applied study leave for a maximum of six months provided that the study leave will have a detrimental effect on the employer's operations. Instead of this six months, the training can be transferred to the next period provided that training is periodical. The employee is also entitled to transfer the starting date of the granted study leave to a later date if the leave exceeds five days.

The employer is not allowed to lay off the employee or dissolve his or her employment contract on the basis of granted or used study leave. On the basis of the Study Leave Decree (864/1979), labour protection authorities are responsible for the observance of the legislation pertaining to study leave, whereas the educational authorities are responsible for monitoring and ensuring that educational institutions under their supervision observe the provisions of the Study Leave Act and Decree.

Provision of education targeted at adults

Finland's National Action Plan for Employment 1996-1999 (which aimed at halving unemployment) aimed at increasing and developing the provision of in-service training. The Action Plan responds to the task set down by the European Council in Essen to design employment programmes which extend over several years. Finland's Action Plan is characterised by measures aiming to decrease the unemployment rate. The Council of State made a policy decision concerning the measures required by Finland's National Action Plan for Employment.

In the Action Plan, in-service training is viewed as a factor promoting the ability of the staff to respond to changes in vocational requirements, thus bringing stability to the employment relationship. One objective of in-service training also includes organisational learning, which benefits the whole working community.

The Action Plan also aimed at increasing places in vocational adult education. During 1997-1999, approximately 10,000 additional annual study places were targeted at adults in accordance with the Plan.

Pedagogics in adult education

At the beginning of 1999, an extensive reform of primary and secondary level educational legislation entered into force. The reform replaced the abundant and fragmentary regulations which were based on different types of educational institutions with more centralised legislation based on the objectives and content of education.

One aim the new legislation was to make the regulation of teaching more flexible so that, for example, working time provisions governing studying would not hamper the effective use of the study premises or the full utilisation of new teaching methods. The reform sought to promote the reconciliation of education and everyday life.

The educational legislation reform has promoted the arrangement of adult education in a manner suitable for adults.

Legislation pertaining to vocational education entitles the education providers to decide when education takes place, that is, when teaching begins and ends. This arrangement gives education providers the freedom to offer education and training in a way which pays attention to the challenges posed by the students' life and time consumption outside of studies.

The Vocational Education Act emphasises the obligation of the education provider to secure adequate opportunities for students to make individual study choices within the framework of the national curriculum. If necessary, the variety of choice should secure the students' opportunity to benefit from teaching offered by other education providers.

The provision of individual choices in qualification-oriented adult vocational education is ensured by obliging the education providers in qualification-oriented adult education to design personal study plans for students.

Personal study plans are supplementary to the general course curriculum. The course participants determine their own needs for learning, their personal goals and, based on these, the fields they wish education to embrace. Simultaneously, students make a commitment to apply the plan. The aim is to make learning a conscious process which has goals and is steered by the students themselves. A personal study plan is an integral part of the evaluation of learning and enables the students to monitor their own learning.

New, individual educational models in adult vocational education are also being launched in an individualisation project co-ordinated by the National Board of Education.

Opintoluotsi project

The aim of the Opintoluotsi project is to develop open search service in educational information. The service would cover all education under avowed control and also, on certain conditions, the available private education. The regularities and exceptions in the Finnish education system can be understood with the help of Opintoluotsi. It offers a general picture of education supply, its forms, implementation methods and providers as well as reforms and history. The service is targeted at all Finns and those living in Finland so they are better able to make decisions concerning studies. It also provides opportunities for browsing and comparing. The feasibility of search services is supported via an Internet-based guidance service and a network of study counsellors and advisers. Although the Opintoluotsi service is primarily intended for independent information searching, the user may ask for advice by phone, via e-mail or short message service (SMS). Users may also obtain individual services which are mostly subject to charge, for example, to their own mobile phones. The project will comprise self-study modules guiding students in virtual learning and information packages, virtual courses providing training in information society skills and a national database on virtual studies.

Opintoluotsi service is a development project in 2000-2006 initiated with the aid of the European Social Fund. The University of Helsinki implements the project and the first version will be available to the public at the beginning of 2002.

9.2.3 Supporting the completion of qualifications and competence acquired outside the formal school system

The opportunity to complete a degree irrespective of the manner of acquiring the skills marks a start for the recognition of skills learnt outside the formal school system.

Since 1994, Finns have had an opportunity to show their professional competence in competence-based examinations irrespective of where the knowledge and skills were acquired. A proficiency system dating back to the late 1960s preceded the present system. The original aim of the proficiency system was to create an alternative to a vocational initial degree obtained in an educational institution, and thus provided students with the opportunity to show their professional competence at a time when the demand for vocational education exceeded the study places available. The proficiency qualification was seen as an instrument to raise the esteem of professional competence. (Haltia & Lemiläinen 1998, 6-8)

Although the aim of the proficiency qualification was to detach the public recognition of competence from the education being offered in educational institutions, the participation conditions in proficiency tests were rather strict since former vocational studies, approved completed apprenticeship training, or relatively long work experience were required.

The Act on Competence-based Qualifications, which came into force in 1994, abolished proficiency qualifications. The most distinctive difference with respect to vocational qualifications was that anyone, who thought he or she had the adequate knowledge and skills to achieve professional competence determined by the examination, could participate in the examination. The majority of qualifications are, however, still usually completed at educational institutions.

Thanks to the competence-based qualification system, the number of examinations increased substantially. The qualification structure was simultaneously expanded aiming at increasing the number of degrees to cover all areas of specific skills, excluding higher education offered in higher education institutions.

New educational legislation abolished the Further Vocational Qualifications Act and the present competence-based examinations are governed by the Adult Vocational Education Act. The qualification structure comprises approximately 350 different qualifications. Irrespective of the manner of acquiring professional competence, the competence-based examinations provide means to obtain vocational qualifications, further vocational qualifications and specialist vocational qualifications.

Professional competence required in a competence-based examination is separately set for each qualification on the basis of the qualifications determined by the National Board of Education. The National Board of Education also appoints the examination committees who are responsible for arranging and supervising examinations. The examination organisers are in charge of the actual implementation of examinations.

Competence-based qualifications are part of the qualification structure of further vocational qualifications and specialist vocational qualifications. Basis for the state subsidy regulate the curriculum structure. Each educational institution providing education and training leading to a qualification must see that the student has the opportunity to obtain competence-based qualifications as part of the programme. Thus, the costs for the examinations are included in the costs of the education and training provided. Educational institutions which do not have an agreement to arrange competence-based qualifications are obliged to obtain the service from some other institution.

Skills acquired outside the formal school system will be increasingly facilitated in other qualifications and studies in the early years of the 2000s (Opetusministeriö 1999a).

9.2.4. Facilitating independent self improvement during unemployment

Education and training insurance

Self-motivated education of the unemployed has been strictly regulated.

Adult education targeted at unemployed has been labour market training. The unemployed have not been allowed to participate in self-motivated full-time education without losing their unemployment security. Thus economic security during studies has been based on financial aid to students, which is lower than the unemployment security.

This was redressed by a provision of new educational opportunities.

In the mid-1990s, the idea of more active labour policies, the opportunity to seek further training during unemployment and supporting measures for such further training were on the national agenda. The aim was to offer the unemployed an opportunity to seek self-motivated training according to their individual goals. This provided the setting for a compromise solution, a new training allowance during unemployment, which was partially created on the basis of the employee organisations' criticism. This allowance was entitled education and training insurance.

At the outset, education and training insurance was viewed as an insurance system in which the unemployed had earned the right to a sum corresponding to the daily unemployment benefit during a self-motivated education period on the basis of their previous working careers. The basic idea was that the system would work as a buffer levelling out the economic fluctuation and individual risks. The aim was to anticipate the unemployment risk by offering individuals education through which they could diminish the negative effects of unemployment.

The original idea of education and training insurance as earned on the basis of earlier salaried work was, however, watered down when education and training insurance was extended to all unemployed regardless of their membership in an unemployment fund. The insurance principle was, however, maintained in the rather strict conditions of education and training insurance concerning the earlier working career.

The implementation and conditions of education and training insurance

A defined group of unemployed received an opportunity to take part in self-motivated studies without losing their unemployment security.

The long-term unemployed were offered an opportunity to receive a sum corresponding to their unemployment benefit for self-motivated education in August 1997. The new financial aid was entitled training allowance for the long-term unemployed. The allowance was targeted at the unemployed whose unemployment had lasted for a minimum total of 12 months during the previous 24 months. The general requirement for granting the allowance was that the recipient had been in the working life at least 12 years during the previous 18 years. The training entitling one to the allowance had to be:

- arranged in the institutions under avowed control;
- full-time in nature; and
- provide the person with a minimum of 20 study credits and promote professional skills and abilities[12].

The entitlement for training allowance was later extended to persons who had received daily unemployment benefit or labour market support for a minimum of 86 full days (four months) in the previous 12 months prior to the education. The first recipients of education and training insurance began their studies on 1 August 1998. After this, all unemployed entitled to the allowance, including the long-term unemployed, have been in the sphere of the aid. In order to be entitled to a training allowance, the person must have had a 10-year work history during the previous 15 years. Conversion training programmes offered by universities were later defined as education entitling to the allowance. The maximum period for the allowance is 500 days – this enables training to last for approximately two years.

The discrepancy between the insurance principle and the universal principle is reflected in the conditions for granting the training allowance. On the one hand, all unemployed are entitled to apply for the allowance, irrespective of whether they are in the sphere of unemployment security related to the traditional working history or not. On the other hand, only those unemployed who have a relatively long work history and who are considered to have earned entitlement to the allowance on the basis of their salaried work can apply for the allowance. This conflict has had an impact on the number of people who have actually been able to use the allowance and hampered the application procedure.

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[12] In legislation pertaining to promoting the self-motivated further training of the unemployed (709/1997), training which is seen to promote professional skills and abilities is defined as training which will lead to a basic vocational qualification, post-secondary diploma or polytechnic degree or prepares a further vocational or specialist vocational qualification or vocational qualification to be completed in a competence-based examination, or, in the case of a former university student who has interrupted studies prior to unemployment, leads to the same degree. In addition, the definition of training promoting vocational skills includes completing comprehensive school or taking the matriculation examination provided that the absence of these is an impediment to employment or participation in vocational training, and vocational further training worth a minimum of 20 study credits which does not lead to a degree and professional courses arranged in polytechnics and universities.

Towards training allowance aimed at the employed

In the early autumn of 2000, the government introduced a proposal on the adult education allowance for the employed on the basis of the working group set up by the Prime Minister's Office.

In the future, the system will evolve into a general adult education aid.

The working group proposed that the third stage of education and training insurance, i.e., general adult education allowance, would replace the adult study grant granted by the Social Insurance Institution and adult training supplement granted by the Education and Redundancy Payments Fund. The training allowance was to become the primary financial aid for adult students in self-motivated education. If implemented in accordance with the proposal, the insurance principle of third stage of education and training insurance is stronger than the first and second stages. In the new allowance system, the economic security is based on the working years and wage level. Owing to the accumulative nature of this right, the allowance ensures people seeking education a level of allowance which is higher than the general financial aid for students.

The training allowance is aimed at the employed, who have a work history of minimum of 10 years.[13] Every working month would accumulate the available aid by 0.8 days, thus 10 years in working life would entitle the applicant to allowance extending for 4.5 months. The calculated future working hours would also accumulate the number of months a person is entitled to allowance. The time spent in advance would be paid back by continuing payments during work in the future.

The allowance comprises the basic sum FIM 2,600 (€ 440) and the earnings-related amount which is 20% of monthly earnings, however, only 15% of the monthly earnings exceeding FIM 16,000 (€ 2 700). The first training allowances will be paid on 1 August 2001.

9.3. How has the challenge been met?

The following sections will assess the productivity of some of the presented systems with a view to the increase in participation in training.

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[13] In 2006, the required time for employment will be reduced to five years.

9.3.1. Alternation leave

There is a follow-up study on people on alternation leave 1996 and 1997. This study is reported in publications[14], and the following paragraphs are based on these reports unless otherwise indicated.

In the context of the government proposal, it was estimated that approximately 5,500 people took alternation leave annually (Government Proposal 136/1995), although the proposal indicated that the number might be even higher.

37,000 people have been on alternation leave...

During the early years of the alternation leave experiment, the number of people on leave coincided almost precisely with the government estimate: in 1996, 5,522 people took alternation leave and during the first nine months of 1997, the number was 5,400. The Ministry of Labour appointed a - tripartite follow-up group to monitor alternation leave. According to its memorandum of autumn 2000, the number of people who have taken alternation leave so far was approximately 37,000.

The average age of persons on alternation leave during the corresponding period of time was slightly under 43 years. Women over 40 working in the municipal sector were most eager to seize this opportunity. The relatively low compensation for alternation leave has partly meant that people who take a leave usually have families, since financial support from the family is often necessary.

The goals of alternation leave are diverse, as shown in Section 9.2.2. From the perspective of enhancing adult education and adult motivation for education, it is essential that adults have an opportunity to use their time and mental resources to study.

... 17% of them estimated further training to be the major reason for participating in alternation leave.

For the majority, the primary motive for taking an alternation leave was something other than studies. Then again, studies has been the major single reason for alternation leave, since 17% indicated that studying was the major reason for their decision. The most enthusiastic students were young people (aged under 40), women and white-collar workers. Those with a basic post-secondary schooling were the most eager for further training. Full-time studies occupied the time of 25% of those on alternation leave. The alternation leave monitoring group set up by the Ministry of Labour made an up-to-date survey on the studies presented here. According to the group, the later users of the alternation leave resemble those in 1997. According to the monitoring group, the number of people taking the leave increases annually. A reform in 1998 which improved the compensation and the conditions for alternation leave has increased the popularity of alternation leave. (Työvuorottelun seurantatyöryhmä 2000.)

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[14] Jouko Nätti, Sauli Ruuskanen and Ilkka Virmasalo: Vuorotteluvapaan liikkeellelähtö – Vuorotteluvapaakokeilun seurantatutkimuksen väliraportti ('Launching alternation leave – Interim report on alternation leave experiment')
Jouko Nätti, Sauli Ruuskanen and Ilkka Virmasalo: Vähän mutta hyvää – Vuorotteluvapaakokeilun seurantatutkimuksen loppuraportti ('Scanty but good - the final report of alternation leave experiment follow-up')

The aim of the studies during the alternation leave is usually a qualification of some kind. Those who study during the alternation leave are, however, the same people who are the major consumers of adult education anyway. Women educate themselves during the alternation leave more often than men, higher white-collar workers more than blue-collar workers. The major reason for this is probably the accumulation of self-motivated adult education to those who already have a long educational history. Moreover, it must be noted that in the context of the total number of employed labour force, the alternation leave system is not significant in quantity. As only some one fifth of this group participates in alternation leave because of further training, the share of people studying in this way is quite small if proportioned to the whole population. Only one in ten of those on alternation leave have received partial training allowance. (Työvuorottelun seurantatyöryhmä 2000).

Alternation leave requires financial sacrifices from persons or their families. Those who do not have savings or are unable to resort to their family are forced to cut down their expenses.

9.3.2. Making adult education more individual – personal study plans

The Adult Vocational Education Decree requires that personal study plans (later referred to as PSP) be drawn up for students. This obligation was established to secure the opportunities for flexible and individual studies for adults. The PSP pays attention to earlier work experience and vocational skills acquired through studies. In practice, the PSP has been applied in various ways: it may have meant the recognition of earlier learning in the form of compensation, or it has been extensively applied by integrating individual needs and adults' interests into the teaching content of education. The aim of this is to combine the earlier competence and interest with the needs of working life and, at a more general level, society and skill requirements.

The PSP system is regarded as successful when "students" earlier studies and work experience is recognised and the individual starting level, schedule for studies, the content and methods of studies, evaluation methods and the duration of training are determined from this basis. " (according to Kinnala 1996 Germo et al.).

The evaluation of pedagogic aspects of participation in further vocational training was carried out by the National Board of Education in 1997 and 1998. The report on the evaluation was compiled by Remes & Yrjölä, 1998. According to the report, the PSP had been drawn up for only one third of the people being evaluated.

Germo et al. (1998) have studied the impact of PSP in practice and studied ways of developing the drawing up and use of PSPs. They suggest that the underlying danger lies in the fact that individualised PSPs will prove a burden unless they are properly planned or if the education provider lacks the adequate skills. In order that we could realistically think that teachers are able to design individual study paths which respond to the needs of an ever more complex society, teachers must have enough time for designing PSPs and receive enough support and training for the designing process.

Germo et al. (1998, 43-45) point out that if not enough attention is paid to drawing up the PSP, the students are pushed into informal studies without any support. Individualisation of studies is not only an administrative obligation prescribed by legislation, but, in educational institutions, activities may be guided by teaching method routines and short-term economic objectives. Money and time must be invested in PSP design.

The evaluation of the pedagogic aspects in further vocational training (Remes & Yrjölä 1998) reflects the impact of the traditional teaching culture. Approximately 50% of the students participating in further vocational training have not actually influenced their own study plans.

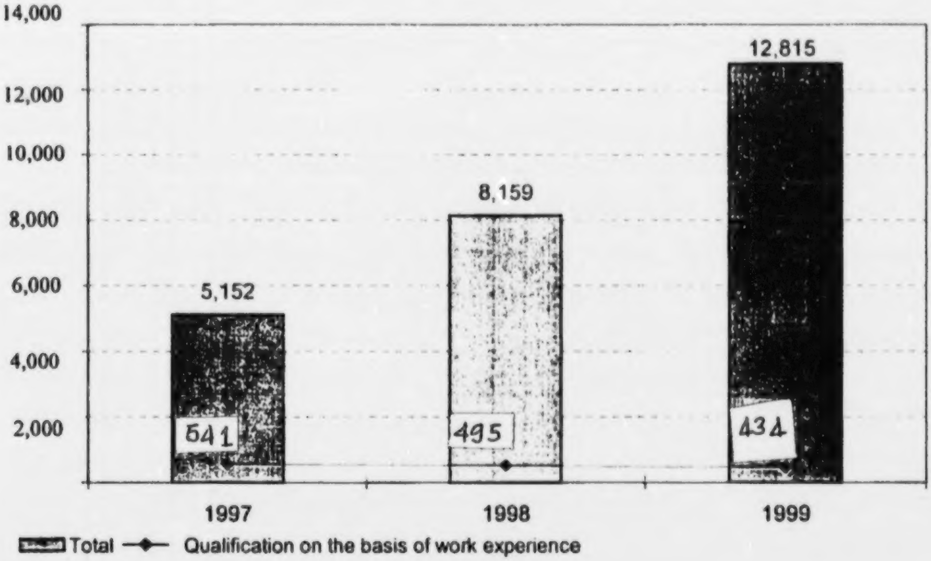
9.3.3. Recognition of learning outside formal school system – competence-based examinations

The number of people who have taken a competence-based examination leading to a qualification has been a good 26,000 in 1997-1999. Thanks to the development of the qualification structure, the number of participants has significantly increased.

The number of completed competence-based examinations leading to a qualification in 1997-1999 was 26,000.

The competence-based examination has not always been taken solely on the basis of working experience, often it has required training which prepares for the examination.

Figure 21. The number of people taking competence-based examinations leading to qualification in 1997, 1998 and 1999 and the number of people who have taken the examination solely on the basis of working experience.



Source: Statistics Finland

Despite the fact that one aim of the competence-based qualification system was to facilitate the public recognition of the competence of adults with long work experience in particular, it is the younger generations who have mostly obtained the qualifications. The highest previous qualification the majority has is usually from a secondary institution. Approximately 11% have taken the matriculation examination (upper secondary general education). Those who obtain competence-based qualifications have usually less than three years work experience in the field in question. The amount of work experience, however, varies a great deal from field to field. The work experience of those who obtained a competence-based further vocational qualification or specialist vocational qualification in computer science, in particular, was quite minimal: over 80% had no work experience in the field at all. (Yrjölä et al. 2001.)

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Table 11. Age, educational background and work experience of those participating in competence-based examinations.

<table>
<tr><td>Age</td><td>- 24</td><td>25-34</td><td colspan="2">35-44</td><td>45-54</td><td colspan="2">54-64</td><td>Total</td></tr>
<tr><td>Those with competence-based qualifications</td><td>20.8</td><td>34</td><td colspan="2">28.9</td><td>15.2</td><td colspan="2">1.1</td><td>100</td></tr>
<tr><td>Employed labour force[b]</td><td>10.2</td><td>23</td><td colspan="2">28.6</td><td>28.8</td><td colspan="2">8.7</td><td>99.3</td></tr>
<tr><td></td><td></td><td></td><td colspan="2"></td><td></td><td colspan="2"></td><td></td></tr>
<tr><td>Educational background of those with competence-based qualifications [c]</td><td colspan="3">ISCED 1 & 2 (no post-compulsory education)</td><td colspan="2">ISCED 3</td><td colspan="2">ISCED 5 & 6</td><td>Total</td></tr>
<tr><td></td><td colspan="3">26.1</td><td colspan="2">59.2</td><td colspan="2">14.9</td><td>100</td></tr>
<tr><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td></tr>
<tr><td>Work experience of those with competence-based qualifications</td><td>Less than one year</td><td>1-3 years</td><td>3-5 years</td><td>5-10 years</td><td>10-15 years</td><td>15-20 years</td><td>Over 20 years</td><td>Total</td></tr>
<tr><td></td><td>34</td><td>21</td><td>10</td><td>11</td><td>7</td><td>11</td><td>6</td><td>100</td></tr>
</table>

Source: Yrjölä et al. 2001

[a] % of those who have obtained competence-based qualifications in 1999

[b] Employed labour force in 1998 according to labour force study.

[c] % of those who have obtained competence-based qualifications in 1999

[d] The data is based on an interview targeted at those who have obtained competence-based qualifications. The majority of the respondents participated in the examination in 1999, and partly at the beginning of 2000. % of the respondents (Haltia 2001.)

Petri Haltia and Minna Lemiläinen (1998) have studied how competence-based examinations correspond to working life. They asked people who had participated in competence-based examinations leading to a qualification about their ideas of the impact of different studying environments on success in examinations.[15]. On the basis of the responses, the participants seemed to regard work experience as more significant than learning within the formal school system. According to Haltia and Lemiläinen, competence-based examinations measure approximately the same as what the participants felt were their vocational skills. Training which prepares the participants for the examination is, however, significant from the viewpoint of assessment of motives for success in the examination. Competence-based examinations require both working life skills and things learnt at school, which combine the traditional educational institution studying with skills acquired in working life.

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[15] The primary aim of the study was not to form a comprehensive picture of those taking a competence-based examination but rather an understanding attitude to implementation of the examinations and different interests related to competence based examinations. Owing to this, the interviewed group was rather small (N=64), and therefore direct generalisations cannot be made on the basis of all people participating in the examinations, although the study can be regarded as indicative.

The findings in the institutional evaluation completed in spring 2001 (Yrjölä et al. 2001) indicated somewhat different, although parallel, results (Haltia 2001). Those who had taken the examination regarded working life as a significant learning environment in relation to passing the examination, but rated working experience only second. Education and training preparing for the examination was considered the most important factor in passing the examination.

However, work experience seems to play a role in passing the examination. According to the interview (ibid.), it seems that three out of four participants obtain qualifications in the examination while 5% fail completely. The rest usually pass some section of the examination. Those who have passed the entire examination have 6 years work experience on average, whereas those who fail completely have less than two years work experience on average.

The reasons why only a fraction participate in the competence-based examination solely on the basis of work experience (see the Figure above) can be analysed on the basis of the institutional evaluation completed in spring 2001.

The traditional concept that showing one's competence is part of education and training has become an obstacle to those who participate in the examination solely on the basis of work experience. Examinations are often seen as part of education and training – not as voluntary opportunities for showing one's skills. Arranging competence-based examinations is usually closely linked to preparatory education and training, often to such an extent that those who do not participate in education and training are unable to take part in the examination. Information dissemination, the content of the examination and costs are often an integral part of preparatory education and training (Yrjölä et al. 2001, 172.).

On the other hand, individual pedagogical solutions in adult education have not necessarily become rooted in the competence-based qualification structure. The evaluation results (ibid., 174) suggest that "flexible timetables, solutions addressing individuals' needs, personal supervision and most of all, concrete recognition of competence gained through experience often fail to become a reality".

Furthermore, the way examination committees administer examinations has elicited varying opinions among the organisers. Although the examination committee organisation was regarded as important, their roles and practices varied a great deal.

When implementing examinations, some committees were content with general principles while others gave quite detailed instructions. (*ibid.*, 178.)

Generally speaking, it can be said that competence-based examinations have brought adult education and working life closer together. The examination committees include working life representatives, which has been felt to promote the addressing of working life needs in examinations.

9.3.4. The use of education and training insurance

The education and training insurance follow-up group commissioned two separate reports to be based on the second phase of the education and training insurance. The first and more extensive one (Luukannel, Manninen, Kurkinen 1999) surveyed the use of education and training insurance, problems, motives for participation and so on, while the latter (Heinonen 2000b) concentrated on updating information and the short-term impact. Neither of the reports have been published.

The debate between the universal and insurance principle during the designing phase in the education and training insurance resulted in a compromise in which the training allowance was extended to all unemployed irrespective of their status in the labour market. However, the policy making was not completed, and insurance-like elements remained in the conditions for the granting of training allowance. The most important of these is the requirement of a long work history and the observed period (10 years during the last 15 years) which, according to estimates, has significantly reduced the users of education and training insurance. The use of the system is also hampered by the checking of conditions for granting training allowance from several authorities, and insecurity as to whether the daily allowance will be granted or not even after the person has already started studying. In the practical implementation, co-operation between several administrative sectors (labour, social and health, and education) is required. Even if the co-operation is smooth, the applicant must be highly motivated and goal-oriented when applying for the training allowance.

The number of users of education and training insurance is lower than anticipated although...

The number of users of education and training insurance has remained smaller than anticipated. In the Government bill on supporting self-motivated studies among the unemployed, it was assessed that 6,600 people in 1998 and 11,000 in 1999 would seize the opportunity. The number of people who actually seized the opportunity by the end of February 2000 was approximately 2,600.

... the participants feel positive about it.

Even if the number of education and training insurance users is small, the participants have seen it as a positive alternative to unemployment, and as an opportunity to strive for their own general educational objectives. Furthermore, they have regarded training both as an element enhancing vocational or professional competence and a factor improving the prospects of gaining employment.

The impact of education and training insurance on the whole field of adult education in terms of the educational level of the population and the professional development is, however, marginal even though it has been well targeted at those in the weakest position in the labour market. The training allowance has been quite well targeted at those in the weakest position in the labour market: the less educated – almost 60% have only lower than secondary level education – and the over-40s. The majority of training allowance recipients were women, approximately 70%.

Table 12. Some follow-up information on education insurance, % per those who have taken education insurance

Age	25-29	30-34	35-39	40-44	45-49	50-54	over 54	Total
Women	0.2	7.5	19.3	21.2	13.9	7.8	0.9	70.8
Men	0.4	3.6	7.9	7.4	4.7	4.2	0.8	29
Total	0.6	11.1	27.2	28.6	18.6	12	1.7	100
Basic education	ISCED 1&2		ISCED 3		ISCED 5&6		Total	
	Primary education	Lower secondary education	Upper secondary education	Upper secondary non-tertiary education	Tertiary education			
	11	13	34	28	13		100	
Preceding spell of unemployment	0-12 weeks	13-26 weeks	27-39 weeks	40-52 weeks	1-1½ years	1½-2 years	2-3 years	over 3 years
	12	18	23	17	16	7	4	3

Source: Heinonen 2000b

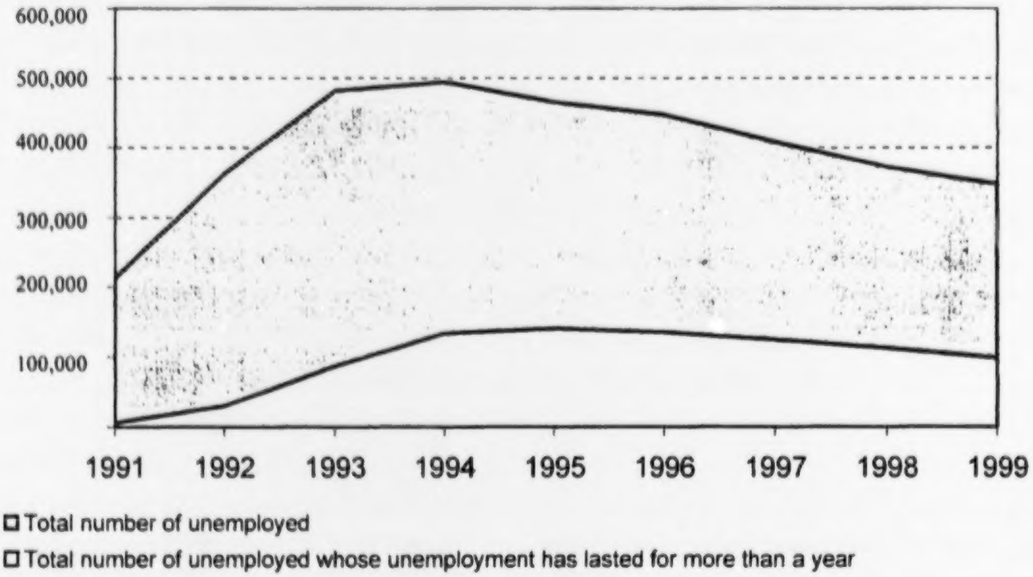
9.4. Prevention of social exclusion

The deep economic recession in the early 1990s and subsequent mass unemployment made social exclusion a major problem in Finnish society. The unemployment rate spiralled up in the early 1990s. The mass unemployment was followed by other factors creating exclusion such as over-indebtnessness and diminishing participation in social life. Unemployment had effects on both laid-off workers and their families and family members so that the mechanisms of social exclusion had an

The prevention of social exclusion is one of the major socio-political objectives in Finnish society.

impact on a significantly larger part of society than is indicated by the unemployment figures. The decrease in unemployment in the mid-1990s benefited those whose unemployment had been periodical and short, while the number of long-term unemployed (unemployed for a minimum of one year) remained extremely high. Not until 1999, did the share of long-term unemployed start to drop, while in the early 1990s, long-term unemployment rapidly rose to approximately one third of all the unemployed.

Figure 22. The development of unemployment and long-term unemployment in 1991-1999



Source: Ministry of Labour

Social exclusion does not need to be related to unemployment and all unemployed are not excluded. Social exclusion can be found in other groups as well. The Permanent Secretaries of the Ministry of Social Affairs and Health, Ministry of Labour, Ministry of Education and the Ministry of the Environment set up an informal co-ordination group in spring 1997 which aimed at co-ordinating joint actions to combat social exclusion (Sosiaali- ja terveysministeriö 1999). In its final report, the working group emphasised the selective nature of social exclusion on the individual level. the group notes that different people are able to combat social exclusion in different ways. Threats are by-products of the economic-technological change and partially occur as a result of differentiated life style choices.

The working group estimated that the following produced the major factors for social exclusion:

- long-term unemployment;
- over-indebtnessness;
- homelessness;
- alcohol and drug abuse;
- problematic family conditions of children and young people;
- learning difficulties of children and young people;
- physical challenges, long-term illness and mental problems, and
- adaptation problems of immigrants.

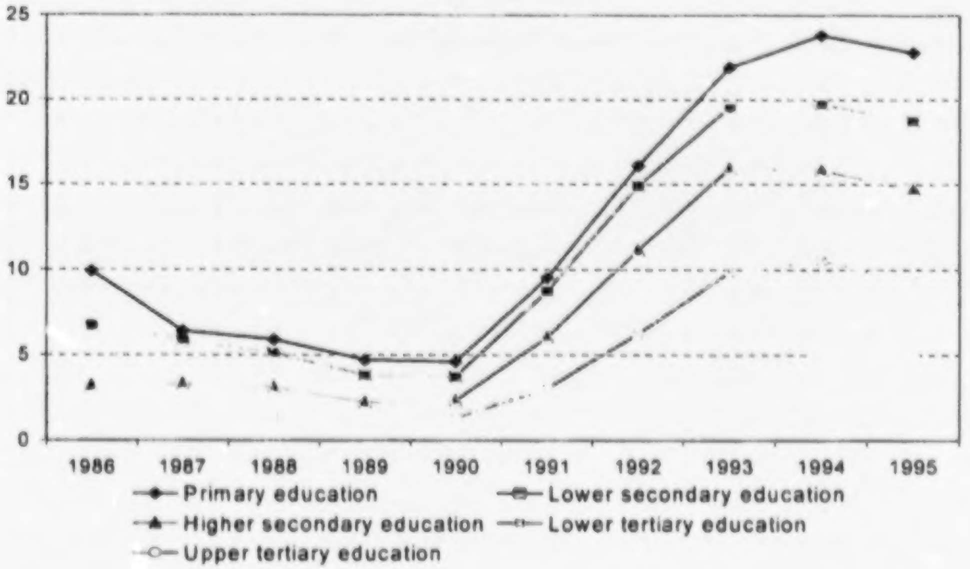
The Finnish welfare state has been traditionally based on a universal model in which social security aims at preventing an extensive dispersion of poverty. During the recession, the Finnish model achieved its goals relatively well since income division remained quite even. After the recession, the income differences have grown and the relative poverty rate has increased (Sosiaali- ja terveysministeriö 1999).

In accordance with Nordic ideology, high participation in working life is emblematic of Finnish society. In the face of mass unemployment, Finland, however, had to give up some of these principles while income transfers increasingly alleviated economic inequality. For example, in 1990-1994, the significance of income transfer in all social expenditure rose from 63% to 73%. This trend resulted in the strengthening of the 'giving state' at the cost of the 'serving state' (Lehtonen 2000, 138).

Unemployment risk and level of education

In Finland, unemployment risk is essentially linked with educational level (see Silvennoinen 1999, 12-15). The groups which are under a threat of unemployment are those with little or no vocational education whereas those with higher education are usually able to find employment more easily. This phenomenon is characteristic of the time of economic boom as well as economic recession, although a downward trend multiplies the number of the unemployed throughout the population irrespective of education.

Figure 23. Unemployment rate according to educational level in 1986-1995 (%)



Source: Statistics Finland: Labour market in 1997

The link between educational level and success in the labour market became emphasised in the esteem of higher education in recruitment for new jobs at the end of the 1990s. (Suikkanen et al. 1999). A university degree was required for the majority of new vacant jobs. The esteem of education among the employers has substantially increased during the 1990s.

Recruiting grounds which emphasise higher education in the labour market together with the simultaneous unemployment risk related to lower educational levels hamper the employment of less educated people and thus prevents a 'normal' life cycle.

Scanty initial education excludes people from the labour market and...

As in other OECD countries, the unemployment risk is not only connected with the educational level but also adult education concerns primarily those who are well educated. In Finland, the participation rate in adult education of the highly educated is typical and Finland receives the highest percentage (80%) of the OECD countries compared. (Linnakylä et al. 2000, Appendix table 7.3.).

... adult education.

The accumulation is partially explained by the fact that highly educated usually seek in-service training. The employers also often think that investments in the most productive employees is rational. (Rinne et al. 1992, 210). A more significant factor explaining accumulation of adult education may be the attitudes to education, which have an impact on eagerness to seek in-service education and self-motivated adult education and, with certain reserves, labour market training[16].

80% of those with tertiary education and almost 40% of those with primary education are planning to acquire adult education within the next year (Blomqvist et al. 1997, Appenidx 49). The shares are quite near to actual participation figures in adult education. The differences between highly and less educated remained when the subjects were asked whether they felt they needed education (ibid).

A new threat related to adults' skills and social exclusion was epitomised by the comparative OECD survey on adult literacy. Although literacy among the adult population in Finland is fairly good, a great majority of adults, nevertheless, score low on the level of literacy. For this part of the population responding to new challenges is so difficult that they find it hard to learn the skills required at work. The literacy survey measured the capability of understanding and employing prose (the skills needed to understand and use information from printed texts), documents (the skills needed to locate and use information drawn from schedules, tables, charts and maps) and quantitative texts (the skills required to apply numerical operations using numbers in printed materials). Approximately one third of the population had low literacy levels in at least one of the above categories. The rate of literacy seems to be dependent on formal education and age. In Finland, the differences in literacy proficiency between the high and low levels of education are fairly small compared with other countries. The literacy proficiency of young people is better than that of the aged, even if the differences in educational level is standardised (OECD 2000b)

The focus has also been on equality between men and women. The share of women in the labour force has significantly increased in recent decades. The separate taxation of spouses implemented in 1976 and the continuously increasing level of education among women increase the economic benefit gained from work and enhance women's motivation to participate in working life. When in 1970 over 79% of men aged 15-74 and only 57% of women of the same age were in the labour market, in 1995 only 69% of men and 61% of women were in the labour market. The difference between women's and men's participation in working life during the last 25 years has shrunk by 14.5 percentage units (Lilja & Mäkilä, 1996, 129).

Women were more eager to participate in self-motivated adult education (see Section 3.2.) and the difference between the genders does not seem to be narrowing. Despite women's enthusiasm for seeking education, men are often nominated to managerial positions.

Although equality issues are referred to in curricula, teacher education, learning materials and many projects, education alone is unable to change the values about men and women deeply rooted in our society. Despite the fact that education has a significant meaning in the career mobility of men and women, the share of women in high positions both in public and private sector is small. This could be partially explained by the fact that even if the majority of university students are women, they choose post-graduate studies less often than men (Tasa-arvo valtavirtaan 1999, 30-31).

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[16] Labour authorities decide on the labour market training in the case of the unemployed. They are able to make a one-sided decision about labour market training. One-sided decisions are quite rare and seeking labour market training is largely dependent on the enthusiasm and attitudes of those trained.

9.4.1. Goals for adult education to combat social exclusion

The present government considers educational policies a means of preventing social exclusion. The government emphases the significance of lifelong learning. Learning must be made available to all regardless of place of domicile, language or economic situation "Educational policies prevent social exclusion and provide the means to respond to the challenges posed by an ageing population ".

The government regards educational policies as a means of preventing social exclusion.

The government goals are made concrete by:

- Emphasising the significance of all-round education for preventing social exclusion;
- producing adult education services in specialised and individual ways to those under the threat of becoming excluded and with a low level of education; and
- seeing to the diverse activities of institutions for general education.

9.4.2. Liberal education to reduce social exclusion

According to the Development Plan for Education and Research "Exclusion and other unwanted effects can be prevented and alleviated especially by means of diversified liberal education and through closer co-operation with the Finnish Broadcasting Company YLE, libraries and non-governmental organisations".

The education provided by liberal education institutions is not targeted at a specific group of people, except in some study centres where teaching is targeted with the allowance of some background organisations, for example, the unemployed or groups at risk of exclusion. Such activities are often co-organised with NGOs (associations for the unemployed or similar).

Several open colleges and worker's institutes have significantly reduced prices for the unemployed.

9.4.3. Targeting adult education at persons at risk of exclusion and with poor educational attainment

Target groups of labour market training

The target group of adult education in Finland's National Action Plan for Employment 2000 are the middle-aged, those with poor education and those at risk of exclusion (NAP 2000).

The Ministry of Labour gives guidelines for targeting and developing education. These guidelines ensure that the targeting of education is appropriate from the perspective of labour market policies. (763/1990). In the planning guide for 2001, a reference to Finland's National Action Plan (NAP 2000) states that reducing exclusion requires the implementation of more long-term measures. Labour market adult education is one of these measures. The guidelines also focus on the education of immigrants.

Self-motivated adult education

The Ministry of Education guides the acquiring of self-motivated vocational training by means of guideline decisions. The guideline decisions steer the actions of Education and Culture Departments of Provincial State Offices by regulating, among other things, content, goals and participants of education and training. The Ministry of Education issues guideline decisions annually. Education is aimed at qualification-oriented education and the target group has consisted of those who lack initial education or have a poor secondary (ISCED 3) education. In addition, education and training is aimed at responding to the needs of an ageing population. (see Section 9.6., National Programme for Ageing Workers).

9.5. Developing information society skills

Estimates of the impact of information and communication technologies on the everyday life of people vary. According to some estimates, in the near future Finland faces a situation in which functioning in the labour market and during free time will be severely hampered if a person does not possess sufficient information technology skills. As essential services gradually move into electronic networks and information technology applications become increasingly significant factors in work productivity people with insufficient information technology skills will become socially excluded from services, central leisure activities and the labour market.

Although information society experts agree on the significant effects of the information society, their estimates of the extent of effects and interpretations of the speed and extent of change vary. Not all estimates agree with the totalistic view, according to which the information society will rapidly embrace every aspect of life

The development of the information society is a complex process and does not proceed at the same pace in all sectors of society.

and strike out those unable or unwilling to join in the information society. The development of the information society does not take place at the same pace and the same intensity in all sectors of society. Instead, it consists of smaller developments and many historical processes. There are different paces of change in working life alone, and technological development does not affect all sectors in the same way, nor is the pace of change the same (Ylä-Anttila & Vartia 1999, 2).

In summer 1999, the Finnish Council of State re-appointed the Information Society Advisory Board. The tasks of the Board include following and anticipating developments in the information society and reporting about them to the Government. The latest report, Finland as an Information Society, was published in summer 2000. The report emphasises the selective nature of the development of the information society. On the one hand, using information and communication technology creates opportunities and facilitates people's activities in the workplace as well as leisure time. On the other hand, the development does not involve the whole population equally, but selectively, so that the young urban well-educated are in the spearhead of the development (ibid. 43-53). This despite the fact that usually when talking about the information society, the global nature of the networks and the freedom of use is emphasised.

According to the Information Society Advisory Board, well-educated urban dwellers under 35 years old will benefit most from the positive employment effects created by information technology. Correspondingly, changes in occupational structure have created regional labour markets, in which a considerable number of new jobs in the information sector are created, while, at the same time as work productivity increases, there is pressure to lay off people, whose re-training for information-intensive jobs is difficult.

Use of information technology by the population and their skill level

The population's access to information technology is continually increasing.

The population's access to information technology is on the increase, although still a half of the population do not have access to new media. The diagrams below illustrate the frequency of certain appliances in households and access from home, workplace or place of study.

Figure 24. The frequency of some appliances in households in 1990-1999 (%)

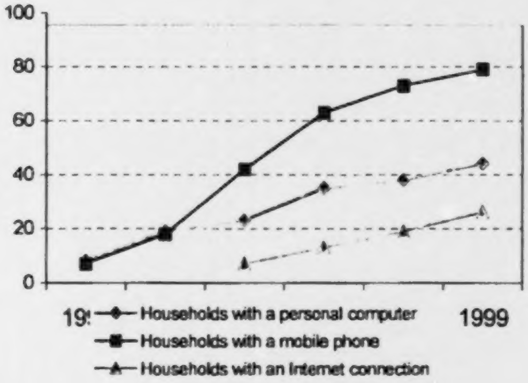
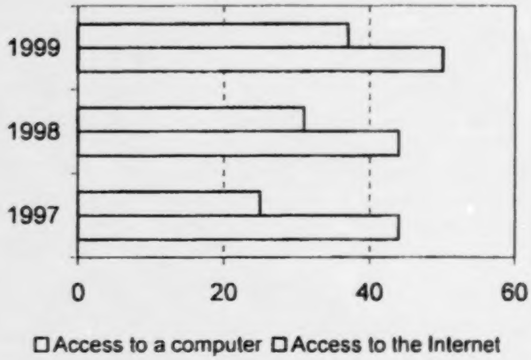


Figure 25. Access to a computer and the Internet from home, workplace or place of studv in 1997-1999



Source: Statistics Finland, Joukkoviestimet 2000

Appliance use and skills are found more frequently in the younger age groups. One quarter of the age group 16-25 years does not use computers at all, while the proportion in the 36-45 year-olds is 36%, in the 46-55 year-olds 47% and in the 56-65 year-olds 80% (Linnakylä et al. 2000, 94).

Younger age groups use equipment more and have better skills.

The level of skills is strongly connected to how actively computers are used. In using the Internet and word processors, young age groups were clearly more skilled than older age groups (Tietoyhteiskunta-asiain neuvottelukunta 2000, 18).

9.5.1. Government action to improve citizenship skills in the information society

The Ministry of Education has strived to both alleviate the social inequality of the development of the information society and to strengthen the basic structures of the information society, so that Finland would be in the forefront of the development of the information society in the future too.

Every five years the Ministry of Education drafts a National strategy of education, training and research.

Every five years, the Ministry of Education drafts a National strategy of education, training and research in the information society, which outlines the objectives and actions for the development of the information society and information society skills for the next strategy period (the strategy can be found on the Internet in English at and its implementation plan at: www.minedu.fi/julkaisut/pdf/tietostrategia/toimeenpanosuunnitelmaENG.pdf).

The first strategy was drafted for 1995 - 1999. The strategy presented proposals on how to improve the level of education, training and research by utilising information technology, how to improve national competitiveness and employment and how to develop the accessibility to and use of information by citizens and how to improve the basic skills for utilising information technology.

The first information strategy period focused on networking educational establishments and creating a national infrastructure. Considerable attention was also given to the skills level of students and teachers, although the need for further learning remains. (Nevgi 2000, 50.)

The main theme of the new strategy period, encompassing years 2000 – 2004, is the development of Finnish expertise and learning environments, which will be transformed into action programmes in the following focal areas:

- Information society skills for all
- The versatile use of networks in studying and teaching
- Accumulating digital information capital
- Strengthening information society structures in education, training and research.

A central strategic goal for citizens' information society skills for 2004 is making media literacy an integral part of general education. The strategy emphasises "citizens' equal opportunities to study and develop their own knowledge and extensively utilise information resources and educational services ". The objectives have been put to practice in the Citizenship skills in the information society working group, which focuses on improving the information technology basic skills and motivation of citizens.

A central goal of the present strategy is making media literacy an integral part of general education.

The objective is the maintenance and improvement of the information society skills of the whole population on a level at which the citizens are able to benefit from the opportunities created by new information and communication technologies. Citizenship skills are developed in four areas:

- Technical skills;
- communication skills;
- finding and using information; and
- consumer skills.

A further objective of the Citizenship Skills in the Information Society project is to influence information society policy.

Special attention must be paid to the needs of those who are not included in the educational system or sufficient in-service or workplace training. Therefore, middle-aged adults, those outside the labour market, pensioners and the ageing and special groups are prioritised.

Information technology skills will be increased by motivating citizens to learn, by developing new, individual ways of funding studies, by promoting co-operation with municipalities to improve the information technology skills of citizens, by supporting development of information technology skills by non-governmental organisations and by investing in the expertise of teachers and counsellors.

Motivating citizens

Since 1998, Finland has organised an Adult Learners' Week every autumn. This event aims to motivate adults to learn by raising the public profile of teachers, organisations and students in adult education. The theme of the 2000 Adult Learners' Week was "information society for all" and it co-operated closely with the Ministry of Education to promote the citizens' information society skills. The most visible results of the Adult Learners' Week included a computer manual and a www-portal (www.ilonet.fi) for the ageing and people who have hardly ever used a computer. The portal provides access to studying and leisure activities specifically designed for older people.

At the end of October 2000, many Finnish public libraries organised a Seniors' Communications Day. On that day, ageing people who had hardly ever used computers or wireless communications had an opportunity to receive personal instruction in public libraries.

Activating citizens

Summer 2000 brought support to approximately 40 non-governmental organisations in their work towards improving citizenship skills in the information society. Incentive aid was given to widely varying organisations, such as associations for the unemployed, rural village associations, ethnic minorities and organisations for the disabled and the elderly. The purpose of the aid was to promote co-operation between different organisations and to highlight citizens' own activity in developing information society skills.

9.5.2. The Computer Driving Licence

In 1994, the Finnish Information Technology Development Centre (TIEKE), together with education and labour administration and labour market organisations, launched the level A Computer Driving Licence (CDL) for users of information

In Finland the Computer Driving Licence has become acknowledged proof of information technology skills.

technology. The CDL consists of an examination, which the student passes after completing all the required modules. The examination aims at directing the studies of users of information technology, taking into account the needs of the labour market and individual citizens. Holders of the CDL possess the information technology skills most often required in the information society (www.tieke.fi).

Courses of study and hands-on tests for the CDL are given by approximately 400 educational establishments from the upper grades of comprehensive school to universities. The examination is the same for all candidates and the questions for each test are randomly selected from a national database.

Later, the Computer Driving Licence system was expanded to comprise a level AB Computer Driving Licence. This can be taken after the level A CDL by proving one's skills in four additional modules. The AB CDL is meant for those who are more advanced in their use of information technology and the courses aiming at the examination provide the students with a wide range of skills.

The latest addition to the family of Computer Driving Licences is the citizen's @-card published in 2000. The @-card consists of the three central modules of the level A CDL and its purpose is to provide beginners with a good starting point and an intermediary goal in attaining the higher levels of the CDL.

The Computer Driving Licence has become acknowledged proof of information technology skills. It has become widely popular – approximately 80,000 people have already obtained it – and provided new users with a low threshold for developing their own skills.

More information about the Computer Driving Licence can be found at www.tieke.fi/ajokortti/eng/aindex.htm.

9.5.3. *Digital television*

The technological basis of the information society also includes digital television and radio. The National strategy of education, training and research in the information society 2000 - 2004 and its implementation plan gives the Finnish Broadcasting Company YLE the specific task of promoting citizenship skills in the information society. In addition, digital channels, digital television in particular, are seen as possible channels for implementing virtual education.

Digital television broadcasting will commence in Finland on 27 August 2001 via the terrestrial broadcasting network, when the audience will be able to receive nine new television channels in addition to the existing four. The new channels include two with an emphasis on educational programming: YLE's culture, education and science channel (working title YLE Plus) and publishing house WSOY's Koulukanava ('School channel'), operating on a commercial basis, which will help build a digital learning environment for basic education.

Digital television broadcasting will commence in Finland in autumn 2001...

With its digital broadcasting, YLE strives to promote regional equality and to prevent social exclusion. The role of reliable and ethically sound communication will be ever more prominent in the information society, which is becoming increasingly technology-oriented and culturally fragmented. Digital television will also be the vehicle for providing basic services of the information society, such as e-mail and the opportunity to deal with authorities electronically, to all citizens.

... one of the goals is to promote regional equality and to prevent social exclusion.

YLE will inform all citizens and especially those working in the education sector about important current projects, services and development targets, it will produce, acquire and broadcast programmes and other educational material supporting the citizens' learning on different educational levels, and through networking cooperation offers an access to digital educational channels to contents produced by the educational administration and/or educational establishments.

For the adult student, a digital culture, education and science channel will mean an ever wider variety of programmes, better broadcasting times, an opportunity to serve more narrow target audiences, and the possibility to provide the programmes with additional services underpinning interactive learning. Digital television will also enable access to the Internet learning environments, so that these online-services can be more fully integrated into a study module built around the television programme. The basis of the digital channel's educational programming will consist of the educational programming of the existing analogue channels, which will be supplemented by multimedia services, and programming specifically designed for the new channel, part of which will be produced together with universities and research institutions and educational establishments. The digital YLE FST channel will be a full service Swedish-language television channel, which will also aim at increasing its educational programming. There are also plans to include distribution of radio's educational programming in the programme package of digital television. In any case, broadcasting the educational programmes of digital radio will continue via the regional analogue educational radio stations and the Internet.

All in all, the transition to digital broadcasting is seen as significantly improving the educational programming of television:

- Programme services in the fields of education and science will increase.
- In comparison to Internet-based distance learning services, digital television has several advantages: more affordable acquiring and running costs than a home computer, ease of use, operational reliability, excellent picture and sound quality, and once the digital television has become more common, accessibility.
- Limitations include the features of first-generation set-top-boxes, for instance limited memory capacity, no possibility of printing and use based on a remote control.
- Digital television is perfectly suited to be used by groups.

- Digital broadcasting capacity can also be used for transmitting other interactive multimedia educational packages.
- YLE will also offer the channel's broadcasting capacity to other producers of educational content (educational establishments, research institutions etc.).

(Source: Opetusministeriö 2000b)

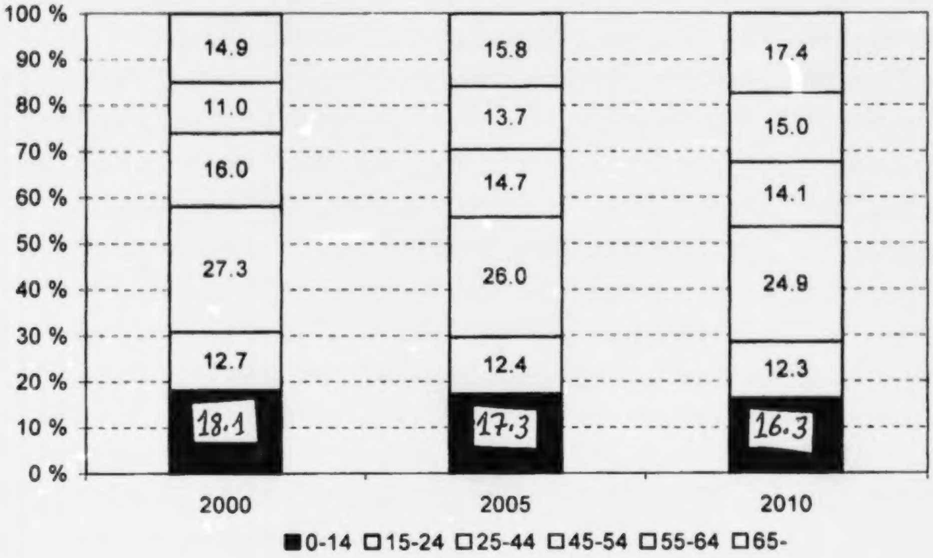
The mass media nature of television and wide accessibility will enable citizens to discover educational services provided by the Internet on a wider scale and thus it is possible to reach users who otherwise would not be reached by information network services.

9.6. Ageing and changes in the age structure of the population

The Finnish population is ageing.

The Finnish population is rapidly ageing. The number of retirement age population, or population over 65 years old, will grow within the next ten years by approximately 140,000 and the number of 55-64 year-olds by approximately 219,000.

Figure 26. Population age-group prediction 2000 - 2010, percent of population



Source: Sosiaali- ja terveysministeriö 1999

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In the late 1990s, Finland awakened to the problems and challenges posed in the future by changes in the age structure of the population. As the 2000s progress, the proportion of the active working population of the whole population decreases as the proportion of the retired population increases. The increased productivity of work will probably alleviate the economic and social effects of the negative development of the population age structure, although estimates of the counterbalancing effect of increased productivity on the increased proportion of retired population vary.

When it comes to providers and those to be provided for, the large proportion of people near retirement age leaving the labour market early has effects similar to the ageing of the population. In the late 1990s, over 80% of the 60-64 year-old work force had left the working life before actual retirement age.

In 1997, the Council of State adopted a policy decision on the required action to improve employment among ageing workers. The action was initiated in 1998 – 2002 as the National Programme on Ageing Workers and it targeted the over 45 year old population.

Finland has adopted a National Programme on Ageing Workers for 1998-2002...

The implementation of the National Programme on Ageing Workers emphasises the importance of working capacity, working conditions and education and training of ageing workers, and the Ministry of Labour and the Ministry of Social Affairs and Health bear the main administrative responsibility. In the field of adult education, ways of attaining the goals of the programme include emphasising targeted education and by promoting advice and information services for the ageing.

... which emphasises the importance of education.

Targeting education according to the age structure has been sought, for instance, by directing self-motivated further vocational training in a way that takes into account the needs of ageing workers.

The educational needs of ageing workers will also be a special focus in the 2001 Adult Learners' Week. The campaign will be directed at promoting the skills and ability to cope at work of the middle-aged adult population and strengthening ties between adult education and the working life.

9.7. Promoting employment and goals aiming at matching adult education with developments in working life

Unemployment has been perhaps the single most significant social problem in Finland in the 1990s and attempts to reduce unemployment have naturally had an effect on formulating adult education policies.

Attempts to reduce unemployment have also had effect on formulating adult education policies.

The Government programmes of both 1995 and 1999 emphasise the importance of education and training for the unemployed. The 1995 European Union Summit confirmed Finland's National Action Plan for Employment. In the Action Plan, Finland set the cutting of unemployment by half in the period 1995-1999 as its special goal.

The programme calls for increasing vocational education, which in adult education meant 4,200 additional annual students in initial vocational training for adults, 4,300 annual students in further vocational training and 1,500 annual students in further education in universities in 1997-1999.

One of the central goals in the 1999 Government programme is to increase the rate of employment to 70%. The goal has been made more concrete by the Raising the Rate of Employment project initiated by the Ministry of Labour.

Self-motivated education has been used for promoting employment, for instance, by opening up opportunities for the unemployed for other educational paths besides full-time labour market training with the help of the education and training insurance (see Section 9.2.4).

The primary form of education and training for the unemployed is labour market training. Appropriations have been channelled to labour market training as shown in Table 5. The level of funds was at its highest in 1996 and 1997 and has since gradually declined so that 2001 is almost on a level with the early 1990s.

Finland's National Action Plan for Employment

The European Council of November 1997 approved the first employment policy guidelines in accordance with the new Title on Employment to the Treaty establishing the European Community. The guidelines encompass four fields: improving employability (Pillar I), developing entrepreneurship (Pillar II), encouraging adaptability of businesses and their employees (Pillar III) and strengthening equal opportunities policies for men and women (Pillar IV). The Summit also decided that each member state will draft a National Action Plan for Employment, which must take into account the guidelines approved by the Council. The first Action Plan had to be completed by 15 April 1998.

In Finland, the Action Plan was prepared in a working group consisting of officials from several branches of administration. The working group included representatives from the Ministry of Labour, the Ministry of Trade and Industry, the Ministry of Agriculture and Forestry, the Ministry of Education, the Ministry of Social Affairs and Health, the Ministry of Finance and the Ministry of the Environment. Throughout its work, the working group maintained close links with contacts appointed for the Action Plan project by central labour market organisations and entrepreneur organisations.

As a part of the National Action Plan for Employment 1999, the Government has decided to initiate the following actions, which will significantly strengthen Finland's expertise-oriented employment strategy:

- The Government promotes long-term development supporting employment and lifelong learning as a part of developing the activities of businesses and working communities.
- The Government will improve the functioning of the labour market by preventing bottlenecks so that the unavailability of skilled labour will not become a hindrance to the development of a region or the expansion of a growth sector. On the other hand, the goal is that the qualifications and skills of available labour match the demand and contribute to the decrease of structural unemployment.
- The Government decreases prolonged unemployment by making the active employment policy and educational policy more effective and by linking the actions even tighter to solving the problems of the unavailability of skilled labour.
- As a part of the information society strategy practised by Finland, the Government will further strengthen the information society so that all population groups possess the necessary skills and the supply and content of education and training can sufficiently cater to the needs of the information society.

Actions based on the Action Plans include: increasing on-the-job adult vocational education for the ageing unemployed, intensifying working-life-oriented training implemented by the labour administration in co-operation with businesses (joint procurement training), preparing anticipation projects in all Employment and Economic Development Centres for their regions, establishing committees for anticipating and procuring education.

In the field of education and training, the National Action Plan for Employment 2000 emphasises securing the availability of skilled labour and increasing cooperation between education and training and the working life. Goals include:

- focussing labour market training to meet the labour demands of sectors with strong recruitment;
- conversion and further training are developed into a rapid-response model for sectors suffering from shortages of expert personnel;
- more efficient information services for people seeking training ; and
- improving the level of citizenship skills in the information society.

The education administration's Education and Research Development Plan emphasises, in particular, the educational system's ability to serve the working life, increase the educational level and pay attention to the education and training of the ageing population, as expressed in the previous paragraphs.

In addition to the above-mentioned, a quite extensive labour policy reform was implemented in Finland in 1998. The aim of the reform was to activate the Finnish labour policy system in such way that a greater part of funding would be targeted at active labour policy measures such as education, instead of targeting at passive unemployment benefit payments. The reform has progressed in stages: immediately after the reform, an extensive series of follow-up studies were implemented. On the basis of these, the Ministry of Labour is implementing the second stage reforms in 2001.

During the first year of reform in 1998, the long-term unemployed in particular seemed to have no access to the open labour market. When assessing the reasons for termination of unemployment, bearing the length of unemployment in mind, it can be said that for those who have been unemployed for over a year (long-term unemployed), the only way to gain employment seemed to have been labour policy support in the form of employment courses (labour market training) or by receiving a job through supported employment. Among the long-term unemployed, the flow outside the labour force is also quite prominent. (Aho et al. 2000, 97.)

During the first year of reform in 1998, of those who had been unemployed for a very long time (over 500 days) and those entitled to a combined subsidy, approximately 23% had participated in labour market training. The corresponding figure among other unemployed was some 17%. In conjunction with the labour policy reform, short-term job-search training was strongly enhanced. The training aimed to increase the job-seeking skills among the long-term unemployed. Over 50% of those whose unemployment had lasted for a very long time had participated in job-search training whereas the share of the long-term unemployed who took part in vocational training was slightly less than one third. As regards other groups of the unemployed, some 46% participate in vocational training and almost 40% in job-search training (ibid.).

Generally speaking, the term of unemployment had lasted for 1-12 weeks among 40% of those who participated in labour market training in 1999, and 18% of those had been unemployed for over a year. At the end of 1999, some 36% of the unemployed had been unemployed for 1-12 weeks and some 27% for more than a year. (Työministeriö 1999, Työministeriö 2000). It seems that if proportioned to the entire unemployed labour force, labour market training seems to be most popular among those whose term of unemployment preceding training was short.

Table 13. Participants who started labour market training as unemployed job-seekers in accordance with the term of unemployment preceding training in 1999 and the duration of unemployed among all unemployed at the end of 1999.

Duration of unemployment, weeks	Unemployed job-seekers who participated in labour market training, % of all unemployed who started labour market training	Unemployed job-seekers at the end of 1999, % of all unemployed job-seekers
1-12	40	36
13-26	23	20
27-52	19	17
Over 52	18	27

Source: Työministeriö 1999, Työministeriö 2000

In February 2001, there were approximately 85,000 long-term unemployed people in Finland. Over 60% of them are over 50.

In 1996 and 1997, some 11,000 unemployed over 50 years old were interviewed. Of these aged unemployed, 62% had only a basic education. The interview charted the respondents orientation towards certain alternatives. One third of the respondents were interested in gainful employment while only 2% were interested in education and training. The rest were oriented outside the labour market in one way or the other. Although one third of the respondents were oriented towards the labour market, only 9% of them thought that they would gain employment within twelve months.

(Rajavaara ed. 1998.)

9.8. What effect does education and training have – Labour market training and success in the labour market

In Finland, adult education which is not organised as in-service training by the employer can be divided in two according to the objectives (see Section.4.). In self-motivated education, it is the student who sets the goals. He or she might be thinking about finding a new job, but also of upgrading vocational or professional skills, or the study objective might be personal recreation. The basis and objectives of studying are not imposed on the student "from above", rather, the student sets the study objectives him or herself.

In the early 1990s, the main motivation for studying among Finnish people in the working life was self improvement, then came improving vocational or professional skills and a chance to earn more (Rinne et al. 1992, 64). The recession and decreased job security also in fields of traditionally stable employment that took place after the survey may have changed the motivation for seeking self-motivated education. According to a late 1990s survey based on a sample, a clear majority of participants in further vocational training studied in order to broaden their vocational or professional expertise, next came finding work and improving chances of finding work (Heinonen 2000a, 29). The fact that the survey targeted vocational education, in particular, probably partly explains the vocational emphasis of studying motivation.

Labour market training aims at influencing the functioning of the labour market mainly by training the unemployed. The aim is to match the participant's own goals with the general goals of the training as well as possible. This has generally been achieved in so far as employment offices have not very often had to resort to placing people in training through a one-sided decision.

What then can be said of the effectiveness of labour market training? Unlike self-motivated and in-service training, the effectiveness of labour market training, both on an individual level and on a societal level, has been well researched in Finland. The most important results about the targeting and effectiveness of labour market training and the effectiveness of labour market training on the individual level are presented below.

9.8.1. The targeting and effectiveness of subsidised employment and labour market training 1990-1996

The Finnish Ministry of Labour has funded a large number of studies on the effectiveness of active labour market policies. The most extensive recent study is Tukityöllistämisen ja työvoimakoulutuksen kohdentuminen ja vaikuttavuus 1990-1996 ('The targeting and effectiveness of subsidised employment and labour market training') by Simo Aho, Jukka Halme and Jouko Nätti (1999).

The study aims at assessing the effectiveness of periods of subsidised employment and labour market training with employment after the implementation of measures as the main criterion. The study is based on very extensive data, a total of 1,032,368 people. The subject of the study was the effectiveness of subsidised employment and labour market training actions carried out in 1990, 1992 and 1994. Therefore, the results only give rough guidelines when estimating the effectiveness of labour market training in the late 1990s.

The effectiveness of participating in labour market training was assessed by comparing those who had participated to those unemployed who had not participated in labour market training. The criteria of effectiveness included the number of months (more or less) the labour market training participants worked the year following the training as compared to the people in the control group (who had not participated in labour market training). Vocational labour market training has had a positive effect of the number of months worked the following year, although the effect is quite small. In 1990, vocational labour market training increased working the following year by approximately 1½ months, in 1992 by just under a month and in 1994 by little over a month, when the background variables have been standardised. Labour market training has thus had a slightly positive effect on employment.

Vocational labour market training has had a positive effect on the number of future months worked.

In 1994, the relative success of labour market training participants compared to the control group was greater among the long-term unemployed with little previous training. Labour market training has also had an effect among people who had previously had stable working careers, although the effect is not as great as among the long-term unemployed.

9.8.2. Effects of labour market training on the individual level

Below is a summary of Iiris Mikkonen's study Työvoimakoulutus osana työmarkkinapolkua – Koulutuksen vaikuttavuus yksilötasolla ('Labour market training as part of the labour market path – effectiveness of training on the individual level') (1997). The data for the study is from 1993.

Mikkonen does not assess the effectiveness of labour market training just from the point of view of employment goals set by the labour administration, she also assesses the realisation of goals on the individual level.

She assesses administrative goals by using a concept called the labour market path. The labour market path refers to "the chain of labour market positions and events a person has had since entering the labour market". Whether the training has or has not changed a person's labour market path, and in which direction, was assessed by asking the people about their primary activity before and after the training. The labour market paths of those who had participated in labour market training were compared to those of the control group who had not participated in labour market training.

Labour market training directs labour market paths towards employment.

The labour market paths of those who had participated in labour market training and those in the control group differed. Initially there were fewer gainfully employed among the trained group, but by the end of the second follow-up year more trained persons had found employment than among the control group. At the end of the follow-up period 29% of the trained were unemployed, compared with 36% in the control group. Labour market training had, therefore, directed labour market paths towards employment.

The participants of labour market training were also satisfied with the training. The students were the most satisfied with specialist vocational training and training aiming at a qualification. On the basis of Mikkonen's study, it seems that, on the individual level, labour market training has other beneficial educational effects apart from those set out in administrative statements. In all training groups, the students felt that the training had had a positive effect on self-esteem and the course of life. The improvement of vocational skills was also seen as a positive thing.

10. CONCLUSIONS AND FUTURE OUTLOOK

In Finland, adult education has been developed separately from youth level education. With the exception of basic university education, adults have been able to participate at all levels of education designed specifically for adults. This has moulded the concept of 'adult student' to signify a person who participates in education specially designed for adults. The compiling of adult education statistics has followed this principle.

In practice, young people participate in education and training targeted at adults and vice versa. This occurs at all levels of education and is common in universities in particular. Despite the fact that about 20% of the undergraduates in Finnish universities are over 25, their education is not understood as adult education. Nevertheless, open university education is treated as adult education even though a significant number of the students are young.

The Adult Education Survey conducted by Statistics Finland offers comprehensive data on the adults participating in adult education, their socio-economic status and background factors. Compared to the international level , the average participation rate is high although there are some groups among which it is rather low. Except for the labour market training, statistics on the operations of educational institutions fail to provide much information about what kind of people participate in adult education. Therefore, steering and monitoring measures which aim to utilise the adult education system for achieving Government objectives for education, labour, social and industrial needs often prove inadequate. The expansion of person-based data collection will, however, improve the situation in the near future.

Over the recent years, educational policies have emphasised the significance of learning in other environments parallel to learning within the formal school system. Learning within institutional education does not have the required flexibility to respond to the diverse learning needs in an ever more rapidly changing society. It is important to pay attention to learning which takes place at work, throughcitizen's activities, hobbies and leisure time pursuits. The development of the information society will inevitably create new ways and forms of learning. The eLearning initiative, launched within the framework of the eEurope Action Plan, will undoubtedly create new guidelines for the development of the information society skills of citizens and for utilising new media in teaching and learning.

It is evident that new forms of co-operation and co-ordination will be needed if we consider formal and non-formal education, and informal learning outside the formal school system. People should be able to plan and combine different learning alternatives in a conscious way to achieve their own personal goals. Functioning interfaces and paths together with information dissemination and guidance related to these will gain emphasis in policies related to adult learning. It should be possible to have access to the resources of all forms of learning environment. As regards formulating the policies, however, it may prove problematic that different ministries as well as some other interest groups outside the public administration are responsible for various parts of the adult learning field. New, more effective co-ordination is, therefore, needed. Labour market partners have already tackled this issue from the point of view of competence and skills and proposed the establishment of a high-level advisory board which would function under the Prime Minister's Office and assume the responsibility for co-ordination.

The retirement of the baby-boom generation in the following decade will cause major changes in the qualification structure of the labour force. Retirement means a loss of vocational and work skills brought about by work experience. Correspondingly, the average educational level of those remaining in the labour force will increase when the less educated generation withdraws from the labour market. The deepening internationalisation of the Finnish society will have various effects on adult education. In order to respond to the demand for labour, Finland may have to increasingly emphasise the competence and vocational skills of immigrants. Finns will increasingly acquire education abroad.

The Heads of State in the European Union have decided on the development of an open co-ordination system in the field of education and training. This method includes joint guidelines, common objectives, the development of quantitative and qualitative indicators, benchmarking, monitoring, evaluation and peer evaluation. Although this process has just got underway it means that Finnish adult education will probably be evaluated in an entirely new way within the European framework.

The high participation rate in in-service training will continue to be a significant area of Finnish adult education. Compared internationally, the participation rate of those outside working life is not, however, as high as among the employed. The public education system will also have great impact on these groups in the future.

In the 1990s, reforms of adult education and projects promoting participation in education and training have been launched as separate projects in Finland. The introduction of new ways of learning, showing one's skills and facilitating participation in education have resulted in high-quality competence and skills as well as satisfied students. The number of students utilising the new programmes is, however, small, compared to the total number of participants in adult education programmes. Besides, these students are usually those who have a more extensive educational background to start with. Curricula emphasising individuality and systems promoting self-motivated studies require a willingness and desire to learn new things. The effective use of available learning environments in different situations and at different stages of life require that the education system also pays attention to citizens' skills in learning to learn. In future, attention must be paid not only to securing the educational opportunities of adults, but also to measures safeguarding that adults find education and training a real alternative, and that they know how to seek education and training which benefits them and are able to utilise things they have learnt while attending education and training.

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